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ABSTRACT

This is the second of five documents compiled to report on the problem of innovation and change in the context of projects supported by the National Center for the Improvement of Educational Systems (NCIES). This document consists of 13 case studies of eight NCIES programs: Career Opportunities, Teacher Corps, School Personnel Utilization, Early Childhood, Special Education, Educational Leadership, and Training Teacher Trainers. All of the case studies touch on project goals; project organization and management; communication of skills and knowledge to trainees; trainee selection, screening, and recruitment; establishment of relations with local education agencies; and utilization of the resources of institutions of higher education. Summaries of the project according to these categories appear in the document following the case studies themselves. Related documents are EA 004 857 and EA 004 860. (Author/DN)

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INNOVATION AND CHANGE:

A Study of Strategies in Selected Projects Supported by the National Center for the Improvement of Educational Systems

FINAL REPORT

VOLUME IIA
CASE STUDIES

December 22, 1972
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CHAPTER III

CASE STUDIES

Introduction

This volume, consisting of case studies of thirteen projects funded by the National Center for the Improvement of Educational Systems (NCIES), is Chapter III of our evaluation report to the Office of Planning, Budgeting and Evaluation, U. S. Office of Education. It is intended to be read in the context of the total report, where the rationale and methodology of our case study approach are explained. However, a brief introduction to the case studies seems in order here.

The case study projects--all well established, located in various regions of the country--represent eight NCIES programs. The programs are: Career Opportunities, Teacher Corps, School Personnel Utilization, Early Childhood, Special Education, Educational Leadership, Training Teacher Trainers. The projects were not selected randomly, for this was not a statistical impact evaluation, but an attempt to gather information useful in planning new approaches to educational personnel development. Our aim was to identify strategies supportive of institutional change, in diverse environments and under a variety of constraints.

Site nominations, sixty-five in all, were solicited from NCIES program managers and administrators. These were eventually screened to thirteen. Each site was visited twice by an Abt Associates team, the purpose of the first visit being orientation and the preparation of a site research plan. While the training, site activities, and debriefing of site staff followed standard procedures, staff were encouraged to analyze and document their site experiences in whatever form they judged most appropriate. The only general requirements enforced were a description or "snapshot" of project history and current operations, identification of change strategies, analysis of the dynamics of change, perceptions of the impact of the project, and observations on any unique and memorable features of the project.

This deliberate stress on the individual expertise and judgment of the field researchers accounts for the diversity in the format and content of

the case studies. All of them, however, touch upon these strategy areas: project goals; project organization and management; communication of skills and knowledge to trainees; trainee selection, screening, and recruitment; establishment of relations with Local Education Agencies (LEAs); and utilization of the resources of Institutions of Higher Education (IHS). Summaries of the projects according to these categories appear at the end of this volume, following the case studies themselves.

The case study reports have been closely reviewed and edited, both internally by project staff and by Abt Associates' research design group, and externally by the project directors themselves. In particular, pains have been taken to respond to comments from the projects. In their final form, the reports were anonymized by changing the names of key places, institutions, and personnel.

Further, the case studies have been notated to facilitate using them as references for judgements made on the rating scales relating to each project. The discussion of each rating scale (in Chapter IV) contains page references for each case study, identifying statements that support the rater's judgement. Marginal notations have been made to the case studies indicating where these references lie. These are the numbers in the margins of the report, the number relating to the number of the rating scale.

As indicated, these case studies represent the conditions in the project sites at the time of our staff visit (January - February, 1972). Changes in the projects since that time have <u>not</u> been worked into the case studies, although they have occasionally been acknowledged. For this reason NCIES is referred to in the bodies of the reports by its previous designation: the Bureau of Educational Personnel Development (BEPD).

CASE STUDIES

A STUDY OF THE
EARLY CHILDHOOD TRAINING
OF TEACHER TRAINERS PROGRAM
AURORA UNIVERSITY
BEDFORD CITY, AURORA

Data Collection and First Draft of this Case Study by:

Wendy Abt

Patricia Cook

AURORA UNIVERSITY EARLY CHILDHOOD TRAINING OF TEACHER TRAINERS PROGRAM

Aurora University has 42,000 students, and its School of Education has always been a relatively large professional school. The School of Education has 8,000 students, of whom 6,000 are graduate students, and offers 900 courses through 200 programs. Traditionally, Aurora had played the role of a public university in Bedford City, and the School of Education tried to admit as large and diverse a group as possible. Perhaps as a result of this policy, the School of Education is noted for important early work in education for the poor and ethnic minorities. 3

However, in 1963, Bedford City's city colleges and universities reorganized and experimented with what eventually evolved into an open admissions policy in 1970. Enrollments at Aurora and its School of Education fell dramatically. Aurora and the School retrenched by becoming more selective in admissions, increasing tuition, and establishing various research institutes. While these measures have helped, Aurora's financial position remains desperate. This year Aurora sold its satellite campus to Bedford City University to pay off a $15 million deficit, and there remains a freeze on budget, tuition, hiring, and facilities. The School of Education manages to be one of the few schools operating in the black only through severe cost-cutting. For example, in the School's Division of Early Childhood and Elementary Education, which sponsors the TTT project, two full-time staff positions will become available by September, 1972; they will not be filled.

The Division emphasizes training and service rather than research. In fact, the Division itself offers no courses in research methodology, which is taught by the Division of Interdisciplinary Studies. Although most of the Division faculty view themselves primarily as trainers of professionals in educational fields, research and evaluation projects are carried out by staff members. Many are themselves graduates of the School of Education. When asked about the strengths of the Division, faculty both within and outside the Division mention particular curriculum specialities in elementary education, such as language and reading. Recently, grants have been obtained in the areas of mathematics and science curriculum.

In keeping with their commitment to service, Division faculty tend not to advocate any particular theoretical orientation to child development. Eclectically, they try to expose their students to a range of approaches and their applications to real world educational problems.

The most important organizational development in the Division's recent history, which in turn affected the design and operation of the TTT project, was the acquisition of the Institute of Developmental Studies in 1966. IDS, directed by Dr. Blair Humboldt, had a national reputation for applied research in early childhood education. Humboldt himself was prominent in the field, due mainly to his studies in "cultural deprivation," which were among the first. Humboldt played an important role in conceptualizing and designing Head Start. It is a measure of the School of Education's interest in becoming associated with IDS that they agreed to supply space to IDS at considerable expense, renovating and refurbishing a floor in an older building. The School also agreed to hire IDS's senior professional staff as tenured faculty. To date, tenure has been given to Humboldt, his wife, Dr. Francine Humboldt, and Dr. Hugh Kenner, who directs the TTT project. At least four other IDS staff are under serious consideration for tenure line positions. 1

At present, IDS has about $500,000 worth of research and training contracts--for example, technical assistance in early childhood education to a nearby Model Cities program and Follow-Through staff training in the Caribbean and a midwestern location. However, IDS is having difficulty securing new contracts and grants. According to the Associate Dean of the School of Education, Dr. Fodor, one of the School's priorities is to expand and revitalize IDS. He expects increasing prestige and visibility for IDS as soon as some of their important early childhood longitudinal studies are published in the professional literature.

IDS, like Aurora's other research institutes, has no authority to grant degrees or to offer courses. Aurora tries to promote mutually profitable relationships between institutes and divisions by encouraging all institute researchers to do some teaching, and by encouraging division faculty to do some staff work on institute research projects. The first and certainly one

of the most significant ventures IDS and the Division of Early Childhood and Elementary Education have undertaken together is the TTT project.

The predecessor of the Aurora TTT project was the Tri-University Project in Elementary Education. The partners in the enterprise were Hamiltonia University, the University of Altamaha, and Aurora. Their major goal was to develop models for teacher training in the sciences, language arts, and in early childhood, based on interinstitutional cooperation in overlapping or complementary skill areas. The language arts component was to be based at Hamiltonia, sciences at Altamaha, and early childhood education at Aurora.

Dr. Roger Coover, who teaches at Stratton University in the psychology department and in the Aurora TTT project, was one of the participants in Tri-U and designer of TTT. He emphasizes that it is important to appreciate the ambitious scope of Tri-U's plans at that time. The consortium hoped to build a nationwide network of exemplary programs, drawing on professionals from fields beyond Schools of Education, to substantially improve the state of the art and influence practitioners all over the country. For Aurora's Division of Early Childhood and Elementary Education, then, Tri-U represented an opportunity for national leadership in early childhood education.

However, the Office of Education revised its priorities to favor the emerging TTT program, and reduced its support for Tri-U. After several meetings the Tri-U planners decided on three distinct TTT projects housed in the three universities. Dr. Kenner from IDS and Dr. Morley Powell from the Division, represented Aurora. They applied directly to BEPD--along with ten other universities participating in this national consortium coordinated by Hamiltonia University--for a four-year grant to operate a TTT project, beginning in the 1970-71 school year. For early childhood, at that time, BEPD was interested specifically in developing programs which utilized many of the concepts central to the Tri-U effort, with a view toward a more total university faculty participation as opposed to an insulated special project. In the context of the national consortium, Aurora agreed to exchange students with the TTT project at the University of Meeresville, one of the ten institutions submitting training proposals. One of the reasons for the exchange

was environmental diversity: Aurora had access to inner city schools, Mooresville to rural and highly industrial locations. The psychoanalytic orientation of the Mooresville faculty also contrasted with the Aurora philosophy, which may be described as eclectic with a Piagetian base. Moreover, the Director of the Mooresville TTT project, Dr. Jamar Schiff, housed her project not in the School of Education, but in the School of Medicine and the new School of Health Related Professions.

What was Aurora's proposal? In addition to expressions of commitment to producing "change agents" skilled in meeting the needs of "the minority child," three features deserve special mention. First, Aurora recommended that students should assume much of the initiative and responsibility for acquiring the necessary professional and personal skills. Aurora intended their students to participate in project planning and decision-making: admissions, course requirements, staffing, course content, etc. 30 2

Second, as a corollary proposal it was felt that students would fulfill their responsibilities most effectively if they were encouraged and assisted in forming a supportive, constructively critical group. Such a group would also promote the objective of developing leadership and change agent skills. The project designers suggested that students' work include group dynamics. In the first year, weekly assessment sessions were the focus for this aspect of the program. Subsequent responsibilities for group dynamics was delegated to an outside agent.

Finally, the designers of the Aurora TTT project maintained that leadership was one of the most important characteristics of a "Trainer of Teacher Trainers," that the acquisition of leadership skills was more a function of the instructional process than of its content, and that, therefore, no novel reorganization of the Division's current curriculum in early childhood education was necessary. It should be noted, however, that at the time of the inception of the TTT project, early childhood curriculum at the doctoral level was not well-formulated. New courses were therefore instituted. 31

In sum, the project designers viewed a TTT fundamentally as a specialist in early childhood education who also possessed leadership abilities. Another factor conditioning their point of view might have been a realistic apprecia- 31

tion of the job market open to doctoral degree-holders in early childhood education. They felt their graduates were as likely to find employment in education publishing, in day care centers, in community action programs, as in universities. 27

From the inception of the project, then, the views of the designers made it unlikely that the structure and content of the TTT program would differ dramatically from other doctoral programs offered by the Division. Perhaps one cause was that many of the TTT faculty had non-TTT teaching or project responsibilities in IDS. Eight gave more than 20% time to the project, including Dr. Kenner, the Director. So courses evolved as they usually do, according to the interests, skills, and availability of the faculty associated with the project. And going outside the Division and IDS for instructors would have reduced the Division's capability to cover an occasional semester of faculty down-time. 5 4 1

Kenner and Powell had little difficulty winning approval for the TTT project from the Committee on Selection and Recommendation of Doctoral and Sixth Year Candidates, after federal funds had been secured. The Committee had two criteria for accepting a new program. First, the program must be nonduplicative--experimental. Second, if the program involved substituting a new course for a course previously required, a case must be made that the new course was of comparable quality to the old. The TTT project met both tests rather easily. The project seemed legitimately experimental in that it involved a faculty team working intensively with students committed to a specific mission, and a high degree of student participation. A two-semester "Child Development" sequence in lieu of required doctoral level Foundations courses did not require Committee permission, since these courses utilized existing course numbers. The new course requiring committee approval was "Expressive Arts," which favorably impressed the Committee. The purpose of the course was to further understanding of children's expressive abilities, and to increase awareness of the arts as a medium for learning in the classroom. The subject matter definitely did not overlap other courses offered at the School, and seemed of more than comparable academic quality to the course which Kenner and Powell wanted to replace, an introductory course required of all candidates, called "Contemporary Problems in Education." 4 4

Contemporary Problems has been in the past heavily criticized by students, and it had been revised at the time substitution approval was granted.

While the current Director of the Division, Dr. Theall, was not on the faculty during the TTT approval process, he surmises that "the time was right" for TTT and that significant opposition would have been surprising. The Division had always been better known for its work in elementary education than in early childhood education. The Division wanted to develop a comparable strength in early childhood education, especially since the demand in the labor market for early childhood specialists was beginning to outstrip by far the demand for elementary education specialists. To grow, the Division needed financial support for new courses and faculty, which more tuition-paying students would only partially supply. Thus, the financial benefits of the TTT project immediately aroused the Division's interest. And what swung the Division in the project's favor was that the project seemed not to threaten any significant interests in the Division or in the School of Education at large. TTT appeared to be "a reasonable project, well thought out," and the Division had confidence in Kenner's ability to manage the job. In Dr. Theall's opinion, lodging the project entirely within IDS was the only proposal at which the Division might have balked, which Kenner successfully avoided by involving Division staff in TTT planning from the beginning.

That the School of Education faculty would by no means go to <u>any</u> lengths to accommodate a new program was demonstrated by an admissions debate during the TTT project's first year. In the course of assessing their experiences and planning the next year, the students and staff decided that the present entrance requirement of a minimum cumulative score of 1000 of the Graduate Record Exams was unduly restrictive. While the School of Education, like most schools at Aurora, can admit up to about 10-15% of its students with scores below 1000, the TTT participants and staff felt that the requirement should be waived entirely for the TTT project. The TTT staff argued the case to the Committee on Selection and Recommendation of Doctoral and Sixth Year Candidates, where they encountered unexpectedly strong resistance--mostly from faculty who had little to do with the project. Kenner and Powell were only partially successful. The requirement was waived for the Ed.D. degree, but not for the Ph.D.

Following project approval, TTT staff discussed alternative recruitment strategies. The idea proposed at the national directors' meeting in Early Childhood Education, recruiting students centrally through Hamiltonia University, was not feasible due to time constraints. Therefore, the Aurora TTT staff, as well as the other nine TTT programs involved that year, had to recruit independently. At Aurora, MA's from Aurora and from Stratton were the group primarily considered. Kenner and Powell contacted about 100 candidates identified by teachers' organizations, the Bedford City Board of Education, and colleagues in the School. From these, ten were selected, with the following characteristics:

- 7 white, 3 Black
- 8 women, 2 men
- age range 23-45
- 9 with Masters's degrees
- 5 with GRE scores of 1000 or more
- 7 with backgrounds in early childhood, 2 in child development, 1 in counseling.

The principal mechanism provided by TTT staff to organize student participation was a weekly student-faculty meeting, regularly held and well attended, to review course work and field work and to discuss changes in the program. A number of significant changes were made. They are discussed on following pages in the context of students' course work and field work, to suggest the process of ongoing evaluation which characterizes the project.

To facilitate group processes among the TTT students, TTT staff offered a weekly assessment session; leadership for these sessions was delegated to various staff members. First year students came to feel that a professional group dynamics specialist from outside the Division would be better suited for the role. During the first semester of the second year, the course was led by a trainer from LISCOP, a non-profit community action group. The LISCOP trainer found it difficult to help the TTT students become a functional group. In his opinion, nearly all the students had

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18

strong personalities ("everybody wanted to be a leader") and had trouble reconciling their personal and political goals with an academic environment, although all viewed the doctorate as essential to their careers. Dr. Grant Hayes, an Arcana University psychiatrist, was hired to continue group training for the second semester of the second year; he served for two years as a consultant on mental health as it related to schools and communities. 18

It is possible that the TTT participants, supported if not directed by staff, may have carried their interest in group dynamics too far. Three of the ten students in the first class dropped out--rather a large proportion. TTT staff maintain that the dropouts, whose backgrounds were child development and counseling, felt out of place academically in a doctoral program with a strong emphasis on early childhood education. TTT participants discount professional reasons, and maintain that the three dropped out because of philosophical, political, and personal incompatibilities with the rest of the group. It seems not unreasonable to suggest that perhaps the three felt under considerable pressure to leave, although one left early in the year to pursue quite different career objectives: sensitivity training and adult counseling. 32

A group of candidates so strongly and equally committed to professional development and "consciousness raising" would be unusual in any doctoral program; the students themselves are certainly the most distinguishing feature in the Aurora TTT project. And the project as a whole is very much an in-house effort. Staff do make three or four visits a semester to observe students in the field, and consult with them after reviewing videotapes of their field experiences. Yet the Division is definitely the focus of the project, and the student-faculty meetings are the forum in which issues are resolved. Some index of the important role the first class has played in defining and shaping the project can be obtained by comparing them with the second class, who were recruited differently. As had been agreed among the national directors in the special TTT program, for the academic year 1971-72 Hamiltonia University accepted applications for TTT projects at all ten institutions. Aurora received sixty applications in this manner. Local applications were also considered. 26

The students accepted by these procedures had different backgrounds from those of the first year students. Among the new students were four Puerto Ricans and one American Indian, ethnic groups not represented in the first year class. Six were drawn from outside Bedford City proper, although only three of them were totally unfamiliar with the area. Five did not have background in early childhood education, one did not have inner city experience, and only one had previously been enrolled at Aurora. 2

Offered the same mechanisms which had been made available to the first class, the new students responded differently--did not play a role in managing the project, did not become or try to become a group. To this, the first class reacted with disappointment and some separatism, staff with tolerance, on the theory that the new students were simply a "different breed of cat." Quite so, but the Aurora TTT project has become so dependent on the initiative and resourcefulness of its students that a "different breed of cat: could make all the difference. For example, the weekly student-faculty meetings which played such an important role in the project's first year are now held monthly. After a spirited first year, the project seems to be drifting toward, as one student from the first class complained, "just another doctoral program." 32 5

This drift, however, was partially explicable as a strategy for maintaining the project after federal funds were no longer available, and integrating it into the Division. The largest portion of federal funds went for scholarships and maintenance for the TTT students. The Division feels they will be able to absorb the faculty time costs if the TTT courses are opened up to non-scholarship students, with the unfortunate result of making the TTT courses larger. Increased size of classes and no continuity of students in the TTT courses might very well mean that the TTT courses will simply be regular doctoral degree courses. 3

The foregoing observations about the role of group dynamics in the TTT project should not obscure the fact that the TTT participants, and most definitely the staff, see the major purpose of the project as the preparation of specialists in early childhood education, and thus attach great importance to course work. The TTT project offers three course blocks--Child Development, Curriculum, and Expressive Arts--and a field practicum, 18

which is not required in the School's other doctoral programs. First-year students take the course sequence below. Some feel constrained that they are unable to take certain courses outside the sequence.

First Semester

1. Child Development and the Program of Childhood Education - 3 pts.
2. Analytical Study of Teaching - 3 pts.
3. Research Practicum in Field Settings - 3 pts.
4. Seminar: Teaching Reading in Childhood Education - 3 pts.
5. Expressive Arts and Children's Lives - 3 pts.
6. Assessment of Program (monthly)
7. Group Dynamics (weekly)

Second Semester

1. Child Development and the Program of Childhood Education - 3 pts.
2. Early Childhood Seminar - 3 pts.
3. Mental Health Component - no credit
4. Expressive Arts and Children's Lives - 3 pts.
5. Assessment of Program (monthly)
6. Field Practicum - 3 pts.
7. Elective - 3 pts.

Second-year students are permitted greater flexibility in their selection of courses. However, most second-year students follow the recommended course sequence listed below. Especially noteworthy are the Independent Study and Independent Group Research programs, an effort by staff to provide course credit for individualized work in the project. This is not the recommended course sequence for doctoral programs in the School of Education.

First Semester

1. Introduction to Research - 3 pts.
2. Statistics - 3 pts.

3. Independent Group Research - 3 pts.
4. Independent Study (Field Practicum) - 3 pts.

Second Semester

1. Descriptive Research - 3 pts.
2. Statistics - 3 pts.
3. Dissertation Seminar - 3 pts.
4. Independent Group Research - 3 pts.

While Aurora requires that doctoral candidates accrue 42 points minimally for the doctorate, most TTT students will have accumulated well over 50 points upon completion of their course work. It is noteworthy that all the second-year students elected to take the Dissertation Seminar during second semester. The course is traditionally taken in the first semester of the third year.

The Child Development Block includes a course on "Child Development and the Program of Childhood Education," which covers a variety of child development approaches with special emphasis this year on learning theory, behavior modification, and the work of Heinz Werner. The professor planned 20
to study the Freudian interpretation of child development in depth when the exchange students from the Mooresville TTT project arrived, hoping that they would share their knowledge with the Aurora students. According to the professor, the various theories covered in the course are being studied not 18
in the context of research, but as approaches to teaching young children in the classroom. However, the students who had taken the course last year objected to what they perceived as a theoretical emphasis, and to the lecture format. They felt they were being looked down upon as "practitioners" who did not meet staff's expectations as academicians. While they conceded that 31
in its present form the course had improved, they nevertheless felt that the course was representative of an overly theoretical orientation in the TTT program in general.

A second semester course in the Curriculum Block, the "Early Childhood Seminar," in the spring of 1972 was taught jointly by the TTT Director,

a field consultant and a faculty member. The purpose of the course is to expose students to the state of current early childhood educational theory within the context of their practicum experiences with young children.

The topic under discussion in one course meeting was the "Dove Counterbalance Intelligence Test," designed to illustrate "social distance either real of imagined between middle class whites and Negroes and Watts lower class Negroes." The students had just taken the test and were reviewing their answers, discussing language development in minority children. The tone, as might be expected, was intensely experiential rather than theoretical, although several students referred to Franz Heusinger's work on "cognitive deficits" in criticizing the earlier notion that Black children's speech was inferior to white children's in style and efficacy.

The Expressive Arts Block offers a course on "Expressive Arts and Children's Lives," analyzing the development of children's expressive abilities and the role of the arts as a medium for learning. The students who took the Expressive Arts course during the first program year asked that it be directed more intensively toward the urban child. As a result, this year the format of the course involved many community guest lecturers, of minority group backgrounds, active in art, drama, music, design, and related fields.

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The purpose of the "Dissertation Seminar" is to prepare students to write their dissertation outlines for submission to their dissertation committees; students select hypotheses, which are presented to and reviewed by the Seminar class. Candidates for the Ph.D. are expected to design hypotheses based on early childhood education or child development theory, in keeping with the traditional view that the Ph.D. is a researcher's degree, while the Ed.D. is a practitioner's degree. Many of the TTT students have sociological research interests, suggesting descriptive rather than experimental designs. Although precise information is not available, TTT staff are inclined to think that the majority of doctoral candidates in the School conduct descriptive rather than experimental research for their dissertations.

Of the five TTT students who have already selected their dissertation topics, two have chosen to study language acquisition and use in preschool children. A third will be looking at the effects of indirect questioning by teachers. Another will use videotapes to analyze several affective

behavioral observation systems. The fifth will attempt a historical analysis of child rearing in Black cultures in the United States. Despite a new School ruling permitting curriculum design as a dissertation topic, provided evaluation is included, no TTT students have yet expressed interest in designing curriculum for their dissertations.

Courses in Research are offered and staffed not by the Division of Early Childhood and Elementary Education, but by the Division of Interdis- 1
ciplinary Studies. An IDS member does teach the one course that all TTT students take. The courses are of three sorts: a basic course in statistics; an introduction to and survey of research methodologies; a specialized course in one of four types of methodologies. Dr. Rourke, who heads the Division of Interdisciplinary Studies, assesses the research interests and capabilities of TTT students as "spotty"--quite comparable, however, to those of other doctoral candidates in the School. On their part, TTT students seem to regard research courses as no more and no less than necessary steps toward completion of their dissertations. Since the courses were not designed 18
especially for TTT students, but are offered for other doctoral candidates in the School as well, TTT students at first were wary. However, they have since come to accept the research courses because they feel that staff are able to relate methodology to classroom problems adequately.

The Practicum component of the TTT program has been structured to 26
allow students virtually complete independence. While both staff and
students feel this laissez-faire policy has worked out satisfactorily, it has 18
not been entirely without problems. To begin with, students are expected to secure their own placements. Staff provided an updated source list, based on prior contacts established with the listed agencies. Students in the first class, from Aurora, had little difficulty finding suitable placements for themselves, since all had contacts in the city or at least knew where or how to look. As might be expected, students in the second class, from outside the city, had considerable difficulty placing themselves. One resorted to the telephone book! While all found field situations eventually, several felt themselves ill matched. Students did have the option to change their assignments if they felt ill matched.

TTT staff feel their policy toward the practicum component is appropriate because of the importance they attach to placing initiative and responsibility in the hands of the students. Moreover, like most urban universities, Aurora has encountered difficulties in working with school systems in such a manner that mutual objectives can be established and realized. While over the years the School of Education has maintained relationships with the Bedford City Public Schools at all grade levels and with private schools and community programs as well, these relationships have not always worked out to the satisfaction of both parties. This was confirmed by TTT students, who said they were careful not to jeopardize their hard-won placements by casually inviting in other students or staff--not just from Aurora, but from other institutions as well. Moreover, several fellow are working in projects with self-conscious ideological or political affiliations--to Women's Liberation and Black Power, for example. Whether they are as "radical" as some TTT students seem to think they are is debatable. That they are quite different from the Aurora environment is unquestionable.

One such placement, for a first year student, is in a day care center in a Puerto Rican neighborhood. The center operates on emergency funds from the city and is located in a poorly heated, run-down building. It serves Spanish-speaking families for the most part, and a few Black families. The staff consists of a Director, two head teachers, and two aides who take care of forty-three children, ages three and four. The TTT student works at the center about 1 1/2 days per week, as a teacher and teacher trainer. Conditions are far from ideal--e.g., twenty-five five-year-olds are assigned to a small and poorly equipped room. Under the circumstances, the TTT student found it difficult to function both as <u>teacher</u> to the children and as <u>trainer</u> to the teachers. Yet it was not the intention of TTT staff to place students in optimal settings, since such are not representative of conditions in inner-city neighborhoods.

Each student receives a minimum of three to four staff visits per semester in the field, and group meetings are regularly scheduled on alternate weeks. In addition, individual conferences are scheduled to review

videotapes of students' field work. A sample of tapes viewed suggests the variety of TTT practicum experiences: movement classes with adult paraprofessionals; reading and mathematics games with three-year-olds; indirect questioning of two boys involved in block play; the first verbalizations of a previously non-verbal five-year-old boy. While both students and staff attach great importance to integrating the practicum with course work, so far this appears to have been accomplished more successfully on an individual basis than on a group basis. The broad range of practicum experiences no doubt contributes to this, but also the highly personal view which most TTT students have of their field work. Each seems to regard his practicum as basically unique, and difficult to draw upon for generalizations or comparisons. Staff feel, however, that students have made intensive efforts to share their experiences with one another, both during and outside the discussion periods specifically scheduled for that purpose.

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Through field work, course work, and the structure of faculty-student relations, TTT staff have been trying to develop in the students a strong sense of leadership and of professionalism, which constitutes the staff's view of the qualities necessary to a "Trainer of Teacher Trainers." That these goals have been achieved in some measure was demonstrated rather dramatically by the exchange of students between Mooresville and Aurora last year. The Mooresville project, as discussed at the beginning of this report, has little in common with a School of Education. The project is based in the University of Mooresville School of Medicine and in the new School of Health Related Professions, and derives from the perspective of psychiatric social work. The Director, Dr. Jamar Schiff, characterizes her project's approach as psycho-dynamic or ego-psychological. While the Aurora project focuses on teaching methods and curriculum, the Mooresville project emphasizes child analysis. However, both projects admitted students experienced in education, with personal and professional backgrounds not entirely dissimilar. What was the outcome of the exchange?

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The Mooresville students who went to Aurora felt they benefitted by the experience, perceiving Aurora's approach as a welcome complement to Mooresville's. Their major criticism was that the unexpected give and take

between Aurora students and staff often put them in an awkward position, uncertain whether to take sides and which side to take. Although this generalization should be interpreted with caution, it appears that some of the Aurora students who went to Mooresville reacted quite differently. They felt that the Mooresville project was entirely too theoretical, that the project and especially its laboratory school were being run for research purposes rather than for the training of practitioners. Aurora students also perceived the Mooresville project as too structured and faculty-centered, treating them like pupils instead of professionals. In fact, the Aurora students in retrospect feel that the Mooresville experience was what finally united them as a group.

At what price? Dr. Schiff and her staff saw the Aurora students as 28
social crusaders with more than a slight tendency toward dogmatism (which lessened in time), convinced that change in children resulted from exterior factors, in contrast to the Mooresville view of change as an interior phenomenon happening within the child. Upon entering a classroom, for example, the Aurora students immediately focused on <u>teacher</u> behavior, rather than on 31
the behaviors being exhibited by the children. This raises some interesting questions.

Through a TTT program targeting on "leadership" and "professional competence," Aurora staff seem to be succeeding in producing highly self-confident specialists in early childhood education. Have they stressed leadership too strongly and too narrowly, such that their students are inflexible, incapable of working under various constraints and with professionals whose views do not correspond to their own? Aurora's management of the practicum component may have something to do with any inflexibility on the part of TTT students. For while both students and staff attached great importance to the practicum, integration of field work and course work was accomplished more successfully on an individual than on a group basis. Aurora students most assuredly have the desire and the confidence to effect 27
change. But, at least in part, they may lack the practical and interpersonal skills needed to achieve their goals in unfamiliar field situations.

These aspects of Aurora's leadership training raise some questions

about their appraoch to the TTT program's second objective, professional competence. Is "change" in early childhood education basically a process of bringing classroom practices up to established professional standards? Is a training program focusing on professional competence sufficient preparation for "change agents?" This seems to be Aurora's view. For the most part, the TTT project appears to be solidly based in accepted early childhood education theory and practice--although staff would certainly take issue with this. In the design stages and especially in its evolution, the project never really faced the issue of whether change might require new concepts of professionalism, new sets of professional skills. That the Aurora project is so inward-looking, private, seems both cause and effect of this view of change. Again, staff and possibly the TTT fellows themselves, might question this assessment of the project. For the project has involved a number of new interinstitutional and intrainstitutional arrangements and policies. First of all, the project was jointly sponsored by the Division of Early Childhood and Elementary Education and by the Institute of Developmental Studies, and thus represented the first combined effort of these two units. The Aurora project was part of a consortial arrangement with the University of Mooresville, which involved an annual exchange of students. Dr. Roger Coover, one of the original designers of the project and a continuing member of the staff, is on the faculty of Stratton University. Dr. Grant Hayes, an Arcana University psychiatrist, has contributed to the project for two years. And LISCOP, an independent agency, was responsible for group process sessions during the past year.

In addition to these new staff, the first year students at their own initiative invited guest speakers to the project, a feature which was continued during the subsequent year. For both program years, students were placed in diverse practicum sites throughout the metropolitan area, and participated in several national conferences. It should also be noted that students took courses in other parts of the university. And in selecting candidacy paper sponsors and thesis committee members, students were encouraged by staff to include faculty members not associated with the TTT project.

Yet these features are not sufficient to dispel our view that the

Aurora project is basically "small world" in character, encapsulated in the Division of Early Childhood and Elementary Education. Whether the training offered in a program so encapsulated is sufficient to meet needs in the field cannot be determined yet. However, the "small world" character of the Aurora project very definitely raises the question of how successfully the TTT students will be able to sustain their commitment and act on their training <u>after</u> they leave Aurora. The first class of TTT students was of a special sort--self-confident, resourceful, able to accept responsibilities for determining course work and for applying course work in the field. In large measure they are responsible for Aurora's success in meeting the objectives of the TTT project. Without scholarship funds to attract students who could not normally afford graduate school, and without maintaining TTT students as a self-conscious group, the Aurora TTT project might be institutionalized as "just another doctoral program." The absence of dramatic institutional changes, strong ties to local school districts, and new curriculum tend to reinforce the impression that without a special group of students who see themselves as a group, the Aurora TTT program may well become less innovative or a less special experience than it certainly was during the first year of the project.

A STUDY OF THE
CAREER OPPORTUNITIES PROGRAM
BAYPORT, OLD BRUNSWICK

Data Collection and First Draft of this Case Study by:

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CAREER OPPORTUNITIES PROGRAM, BAYPORT, OLD BRUNSWICK

Introduction

The Career Opportunities Program (COP) of the Bureau of Educational Personnel Development (BEPD) provides funds for local education agencies (LEAs) to participate in teacher training in a unique new program. Participants from disadvantaged backgrounds are employed by the LEA as teacher aides in their schools while concurrently studying for their degree in education. This practicum experience as teacher aides should make them more sensitive teachers (through more intensive contact with children in their training) as well as provide an income while they study for their degrees.

The COP project discussed in this case study is funded through the Joint County School System (JCSS) of Catharine, Melville, Buttrick and Millard counties in Old Brunswick. Since the project is centered in Bayport, we will refer to it as the Bayport COP Project, although about 29 towns in seven couties are actually involved. Due to this dispersion and the fact that the grantee is an intermediate district rather than a city district, we may study certain factors of the COP program that are not evident elsewhere.

Program Description

The Career Opportunities Program is directed toward the achievement of two objectives: increasing employment opportunities for adults with high-risk or low-income backgrounds and improving the classroom experiences of disadvantaged students.

Toward the first objective, COP seeks out and recruits its participants from among ethnic minorities, low-income groups and other people who would not generally enter careers in teaching. These participants are provided a combination of practicum experience as teacher aides and college training directed toward a bachelor's degree in education.

The practicum experience is intended to serve both of these goals. The extended, intensive practicum is thought to prepare the participant for a teaching career better than the typical teacher training program does by introducing the participants to real classroom experiences much sooner and with much more intensity than in more traditional student teaching. In addition, the introduction into disadvantaged schools of aides of the same cultural background as students is believed to improve the educational experience of the children in two ways. First, the aide's presence will free the teacher to provide more individualized instruction. Second, an aide from the same cultural and economic background as the students - hopefully a resident of the same neighborhood - can help the teacher be more sensitive to the special needs of children with backgrounds different from his own.

Like all BEPD programs, COP is also concerned with institutional change, both in colleges and in the local schools. The early introduction of a practicum provides a change from the traditional teacher training sequence. In many local schools, the simple introduction of aides into the classroom is itself an innovation. It is hoped that favorable experiences with COP aides will predispose school administrators to grant favorable consideration to the general question of open classrooms and the use of paraprofessionals in them.

Community Context

The region served by the Bayport COP Project is a diverse one. The Joint County School System, the grantee of this project, includes four counties: Catharine, Melville, Buttrick and Millard. These and three other counties form Area Ten, the total constituency of the project. COP participants are placed in practicum sites throughout this 4000 square mile area. This region includes the large cities of Bayport and Hawthorne as well as many smaller towns and villages. Because of the variety of localities served by the project, it is designated an "urban/rural" project.

The general population of the area served by the project is approximately 1% Black. There are no other large discrete minorities in the area. About 10% of the project participants are Black, however, and the project director himself is Black and a life long resident of Bayport.

Since the project is located in a fairly prosperous midwestern area with few of the immediately evident clusters of poverty one would find in large urban areas or depressed rural communities, it is often suggested that there is no real justification for COP to be there. Al Collig, the project director,* is careful to point out that the participants are poverty cases and not, as he implies has been suggested, middle-class kids taking a free ride through college. The case study staff did not hear these charges made by anyone we interviewed and did not find any exceptions to Collig's statement.

The perceptions of the educational community involved in the project may be suggested by the following sentences from the Fenton Community College catalog:

> "Merged Area Ten [the general area served by the COP project] represents an emerging socio-politico-economic unit. It is an area in transition."

The Joint Country School System (JCSS), the project grantee, is technically considered to be an LEA although it operates no schools. It perceives its primary role as the delivery of specialized services to the local school districts in the four counties it serves. This includes both administrative and technical assistance services, as well as the administra-

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*Since Abt Associates' visit to the project in February of 1972, many major changes in project staffing have occurred. The case study includes only events that were current in January. An addendum to the case study will be concerned with these changes.

tion of federal projects such as COP.

In the Spring of 1966, seven counties in the Bayport area created a new political unit, known as Merged Area (Education) Ten. The board of this new agency took office officially on July 1, 1966 and immediately began operating programs. During the 1966-67 academic year, the board received permission from the State Department of Education to establish a comprehensive community college, whose first students enrolled in September, 1967. The Joint County School System was not formed until July 1, 1968, and has no formal control over Fenton. However, there were many informal linkages and overlappings of personnel and facilities described to the case study interviewers.

The third institution involved in the Bayport COP project is St. Jude College, whose catalog describes it as a "co-educational Catholic college with a liberal foundation." It was accredited as a four year degree-granting institution in 1960. Like Fenton and JCSS it is a new and rapidly growing institution in which traditions have not had time to become strongly entrenched.

The local initiators of the Bayport COP were centered at Fenton Community College. A Fenton staff member, Jack Lebris, was the first to hear about COP in a June 23, 1969 letter from the Old Brunswick Department of Public Instruction. Fenton's initial interest in the program may well have stemmed from their already established Teacher Associate training program, in operation since the school opened. In its earliest phases, COP itself was seen by some at Fenton as an aide training program, able to support and expand existing activities of the college. This perception of COP as an aide training program rather than a teacher training program still persists in some individuals associated with the project and will prove to have been the origin of much misunderstanding later on. As the details of the COP objectives became clearer during a meeting in Hereford in August of 1969, it became evident that this was not a proper orientation. Some administrators at Fenton also saw the project to be a legitimization of other functions of the college, such as its Teacher Associate Program.

Since only LEAs are eligible for COP grants under the program guidelines, Fenton naturally turned to the JCSS as the LEA with whom it had its most direct ties. The JCSS shared with Fenton an orientation toward serving disadvantaged populations conspicuously absent from most other colleges and LEAs in the Bayport area.

Local Schools

The administration of the JCSS does express interest in supporting organizational and substantive innovation in the LEAs under its aegis. According to the superintendent, they are interested in placing aides in classrooms in any capacity. Many of the other JCSS activities are similarly directed toward providing experimental and demonstrative innovations in such diverse fields as computer-aided instruction and special education. 30

The JCSS was thus prepared to respond sympathetically to Fenton's overtures, and agreed to assign one full-time-equivalent staff member to work on drafting the COP grant proposal, which was completed November 24, 1969. This proposal is notable for both the detail of its treatment of the needs of low-income groups in the area, and the brevity of its discussion of COP as a teacher-training program. We found the same balance repeated at all levels of the project during our interviews in 1971 and 1972.

It is likely that the early phases of the project set the stage for its later relationships with the IHEs and LEAs in the area. Early efforts were made to determine the local LEAs interest in the use of paraprofessionals and to document the availability of job slots. This data was incorporated into the proposal. A survey of the use of aides in the local systems and the desire of these systems to employ aides was conducted to see if implementing a COP Project was at all feasible. Following this, Peter Moss (the first acting project director and a principal author of the proposal) sent letters to each of the local systems in Area Ten describing the COP Project and explaining its need for practicum sites in which to place its participants. Several further rounds of letters and discussions with the local superintendents were conducted, eventually reducing the original number of schools to 13.

The later rounds of negotiations apparently centered on one critical issue: the cost of aides to the districts. Many school systems initially indicated willingness to have aides in their schools, under the impression that the aides would cost them nothing. As the discussions progressed, 3

the financial responsibilities of the local schools became evident and many districts lost interest. Eventually, it was decided that the local schools would be reimbursed by the project for 35% of the aides' salaries during the first year of operations. Negotiations for the second year (the present one) resulted in a 15% subsidy. 3

Al Collig does not intend to provide the schools with a subsidy next year (the 1972-72 academic year), although this decision may not yet be final. Negotiations with the LEAs for next year had not begun at the time of our visit and many administrators indicated that they would try to get a subsidy again. The COP Program office had apparently indicated to Collig that they may not allow him to include such subsidies on his budget. It is not yet known if this decision is final, since similar requests for subsidy had been approved over similar previous statements.

Finally, a letter of agreement was drafted for each willing LEA superintendent, several of which were appended to the proposal. The content of the letters discussed agreement on and understanding of the following points:

1. Recruitment of participants for the program will be in accordance with criteria set up in the proposal and with agreement of the local district;

2. The local district agrees to pay the COP participants for service provided to the local school. It is understood that the cost of these services may be partially offset by a subsidy to the district;

3. Satisfactory performance of service and satisfactory accomplishment of training in accordance with career ladders will be recognized for COP participants in determining the payment for services;

4. The school district will schedule the participant's work load so that training may be provided by the project to the individual at no cost to the local school district.

It should be pointed out that the special characteristics of the Bayport site made all this effort necessary. The project grantee, the JCSS, does not operate any schools, yet COP aides must be placed in classrooms. The arrangement by which the JCSS operates gives it no administrative powers over the LEAs it serves; it cannot direct Bayport to place aides in its schools, it must (through the project staff) convince the superintendent of the Bayport schools to place COP aides in his schools. Since the typical

COP grantee is a local system with schools in which aides can be placed by administrative order, this is one difficulty that is not often encountered by COP projects.

The project was not completely successful in its efforts. Although a significant number of LEAs were convinced to provide employment for participants, sufficient slots were not obtained to place all of the participants in schools. Consequently, arrangements were made to place aides in agencies other than local schools. Several of the positions are in the Headstart pre-school in Hawthorne. The pre-school had employed aides in the past, was involved in the drafting of the proposal, was represented on the Advisory Council, and this close relationship was maintained when the pre-school agreed to place COP aides. Some of the women already employed as aides entered the COP program and filled these slots in the pre-school. Aides are also placed at the Old Brunswick Braille and Sight Saving School in Nathan and in several departments at Fenton Community College.

Although placement of participants in positions not in classrooms is somewhat inconsistent with national COP objectives, the new project director Dr. Fred Martin, believes that this allows for greater linkage among the many local educational and community programs.

An important question, given the expense involved, is, what are the advantages of COP that would make an LEA want to participate in the program? Several possible explanations were suggested in our talks with administrators. These reasons are not mutually exclusive and, in fact, several of them may be operating in any given case. They are:

1. Social benefit. The administrators perceived the COP project as doing a good thing for the participants and wanted to help it along. for example, in Hawthorne the employment of aides is left to the discretion of the individual school principals. However, Mr. Alan Prince, superintendent at the time, issued a directive stating that principals who plan to hire aides should give COP participants preference.
2. Staff benefit. COP aides can provide services needed in a school where perhaps aides would not have been hired without the impetus of COP. For example, the high school librarian in Eatonton needed an assistant. Paraprofessionals were not even considered until

the system was approached by COP. Since the need for an aide existed, it was filled with a COP aide. The superintendent indicated that no aide (COP or otherwise) would have been placed without the need existing.

3. Financial benefit. Several systems and other agencies employed aides before the advent of COP and saw the subsidy the project would provide as a means of obtaining services it was already committed to, but at reduced cost.

However, not all districts approached became involved with the project, although many of these indicated, at least initially, an interest in employing aides in the classroom. This implies that there must exist some costs to outweigh the benefits aides can provide to these schools. Some of the possible costs are discussed below. Once again, any or all of these reasons can be true in a given school at a given time. They are:

1. Expense. The expense of hiring an aide was cited most often as the primary reason for a system not placing aides; the perceived benefits of the aide did not outweigh the actual cost or there was simply no extra money available. Many districts indicated that they were interested in aides, both on the survey and in the initial round of letters from the project. When the cost to the schools (65% of the aides' salaries) became clear, many reportedly broke off discussions.
2. Lack of staff need. Some systems, especially small rural systems, did not perceive any need for additional staff. In addition, some systems already employed aides and did not have any further paraprofessional needs. These districts could not be expected to dismiss non-COP aides already employed in order to hire COP aides.
3. Perceptions about aides. This is perhaps the most subtle reason. Although rejections of aides were rarely directly attributed to it, placement difficulties for some individuals and operating difficulties after placement can be traced to perceptions about aides. Many administrators perceive COP aides as being qualitatively different from the typical teacher, and in many cases this is true - COP participants may be high school dropouts, parolees or welfare mothers. Consequently, administrators are hesitant to allow

"those people" to come in contact with their students, being concerned about the type of adult model they would project to the children. It is the consensus of administrators who have tried COP that such fears are groundless.

Project Staff and Organization

No project can every hope to be successful without a dedicated and qualified staff, and the Bayport COP project is no exception. At the time this data was collected, project staff consisted of the director, Al Collig; the training coordinator, Ian Carruthers; and one full time counselor, Steve Guthrie. These three individuals are all paid primarily by project funds. In addition, the COP coordinator at St. Jude College is Dr. Benjamin Thomas, who is also chairman of the college's education department.

Al Collig is clearly the person most responsible for the relative success has had. People who have had contact with him, participants, LEA superintendents, principals, IHE staff, etc., are unanimous in their praise for him. When Howard Cruse, the second acting project director (and principal author of the proposal), was to become Assistant Superintendent at Fenton, the position of director became vacant. Collig, a lifetime resident of Bayport, was involved in other community programs before applying for the position.

Collig's knowledge of the community and experience in other social programs are clearly assets. In addition, Collig is Black. It is evident that his selection was not tokenism, since the community is only 1% Black, and the project is 10% Black. His only evident liability is a lack of academic credentials (i.e., academic degrees) or experience in public education which may serve to reduce his credibility to educators who are concerned with such things.

Ian Carruthers, the training coordinator, obtained his position after the previous coordinator, Rob Henrikson also advanced within the JCSS/Fenton structure. Carruthers is, in a non-perjorative sense, an anomaly - anybody with a pony tail and a beard in Old Brunswick can be considered somewhat atypical. He had been, among other things, an English teacher in the Hough district of Cleveland, Ohio and is well aware of the educational and emotional difficulties of the poor.

His duties as training coordinator are primarily concerned with fitting

the aides into their practicum positions (keeping tabs on what activities they have - or don't have) and mediating conflicts between academic and job demands. Larry Franks, a participant, pointed out a problem that many participants are having: "You either put all your time into your job or into your classes or you do a half-assed job on both." With the time spent on the job, in classes and in travel, participants work an average of 60-70 hours a week in the program. This kind of load would be overwhelming to anyone, ignoring the fact that many COP participants are married and have families.

Another duty of his position is observing participants at Fenton. Due to the dispersion of aides, these observation visits seem to be made only when there is a need to resolve some problem, rather than on a regular basis. Ian dislikes this role as "fireman" because he is neglecting participants who are not having problems. This difficulty is clearly a result of inadequate staffing due to lack of funds.

Steve Guthrie is the full-time COP counselor at Fenton. His duties are, as would be expected, academic and personal counseling. Most of his time is spent with problems of adjustment, dealing with difficulties as they arise. He had been associate registrar and a counselor at Fenton before becoming a member of the COP project staff, replacing a part-time counselor when the load increased.

Dr. Benjamin Thomas is the COP coordinator at St. Jude College, in addition to being chairman of its education department. He, like all present staff members, except Collig, is new to his position, which began in September. Dr. Thomas' COP duties include counseling of participants registered at St. Jude conducting the COP seminar there, and observing the aides at their practicum sites. He is a product of the more contemporary modes of teacher education (the first cycle of Teacher Corps), and brings this orientation to a very traditional department. He has not yet succeeded in changing the teaching styles and attitudes of certain members of his department, but he keeps trying. Next year, it is planned that much of his counseling and teaching duties in COP will be delegated to a new staff member, not yet hired.

Dr. Thomas does not command the same degree of respect from many of the participants as the other COP staff members. Many of the participants we interviewed expressed misgivings about his competence and attitude. His behavior in the COP seminar he conducts at St. Jude does not disconfirm this perception. Observations of this seminar indicated a generally unrealistic perception of the problems facing aides, and a wholly unsympathetic approach to the aides' response to these problems. 18

Both Carruthers and Guthrie expect to be without positions next year when the two slots they fill are eliminated. This change is a direct result of the fact that the project is being phased out at Fenton and there will no longer be enough participants there to warrant a full-time staff. However, a position will be established at St. Jude to reflect the increased number of participants to be enrolled there, having finished their A.A. requirements at Fenton. 1

Project staff located in IHEs (with Faculty or staff positions) are hired by the IHE involved, often after consultation with the project director. Project staff members at JCSS are hired by the JCSS, usually after candidates have been reviewed by the advisory council or other staff members. In selecting a director, for example, the council narrowed the field down to three acceptable candidates; Gene Boggess, JCSS superintendent, made the final selection. In other cases, Al Collig conducts interviews, meets with the council and submits recommendations to Boggess, who has the final decision. 2

It is clear that the project is administratively responsible to the JCSS. Although Al Collig has responsibilities for the internal activities of the project, the JCSS administration has final veto power over all major employment and financial matters. As examples, we have seen that the superintendent had the last word in hiring the project director. Also, all requisitions for project expenditures must be approved by Jeremy Sloane, the JCSS director of instructional services and Al Collig's immediate superior.

Advisory Council

According to national COP program guidelines, each project must have an advisory council. The composition and duties of this council are not clearly specified in the guidelines and vary from project to project and from time to time. In Bayport, the council was drawn from a broad range of members of the community and the educational establishment. Membership in the council seems to have been determined primarily by interest and available time. It now includes participants, teachers, representatives of colleges in the area. and of several community agencies. Conspicuous by their absence are representatives from any of the local education agencies involved with COP, although the superintendent of the Bayport schools was a member for a time.

In the developmental stages of the project, the advisory council did play a role in planning, but its most important function (and the one most frequently mentioned), seems to have been in the selection of participants. The first year's students were admitted on the basis of ad homine criteria from interviews by subcommittees of the advisory council. In 1971, participant selection was more formalized by the use of an interview guide and rating scale developed by the project director in consultation with the council. Since most of the operating procedures of the program are now well established and since there are no plans for future recruiting, interest in the advisory council is waning. At its last meeting, only six out of a possible 30 members were present. The lack of any further critical decisions to be made and the geographic dispersion of the members are some of the reasons often cited by members and staff alike for the lack of attendance and interest in the council.

The most noticeable features of the advisory council are negative; it seems not to have been used as a communications medium, nor as a way to enlist the support of groups (like IHEs and LEAs) whose cooperation would be required for the project's success. Although the council's membership does include participants, some of the non-member students whom we interviewed were unaware of this fact, and none could supply the names of a participant member of the advisory council. In addition, members reported that there is still debate within the council over the question of whether COP

should train its participants as aides or as teachers, a question of emphasis still not resolved within the project.

In an attempt to restore interest in the Council, Al Collig is making plans for its reorganization on a regional basis. In this plan, the constituency of the project would be divided into six geographical regions, each sending one representative to the full Advisory Council, now to be composed of these six regional representatives and representatives of the IHEs and project staff. The regional members would then return home and hold regional meetings where they would report on the activities of the council and solicit the opinions of other interested parties.

Participating Colleges

The training provided COP participants must be supplied by an accredited institution of higher learning, since each participant is urged to obtain a degree and enter the teaching profession. The character of the IHEs supplying the training will have much to do with the content of this training and with the characteristics of teachers eventually produced. The Bayport COP projects involve two IHEs, Fenton Community College and St. Jude College. Fenton is a two-year, public institution granting the A.A. degree. Participants spend their first two years in the project enrolled as students here. The last years are spent at St. Jude, a four-year Catholic college. Participants transfer in as juniors and receive their Bachelor's degrees from St. Jude.

Each of these institutions, as one would expect, has different characteristics. Fenton has maintained a fairly high degree of fidelity to the objectives of COP. It has experimented with a variety of strategies, such as course development, for dealing with participants and has provided, through the use of COP funds, intensive counseling services. Fenton administrators state the COP has had an impact on the institution, but are unable to cite specific instances. Many changes are reported to be planned for implementation next year, but few are in operation now.

St. Jude, on the other hand, entered COP with some reluctance on the part of many of its faculty. This clearly relates to the perception of COP participants as deviant from the typical teacher trainee. A suspicion that the participants will be unable to compete academically with regular St. Jude students is also voiced by faculty members. There is clearly a confusion on the part of some of the St. Jude faculty between deviance of life style or cultural background and deviance of academic ability or attitudes. It is far too easy to identify cultural differences and consider them to be indicators of low ability, motivation or potential. Much of this can also be attributed to a negative attitude toward the academic caliber of community colleges in general. Ironically, the same faculty meeting that agreed to accept COP students also agreed to accept as transfer students with full junior standing any graduate of Fenton with the A.A. degree. Thus, no exception was made for COP participants, since all who enroll at

St. Jude will have already received their A.A. from Fenton.

Since the faculty of St. Jude do not seem to be terribly sympathetic to COP, how did it come to be accepted at St. Jude? The Academic Dean, Dr. Louis Boxer, clearly had something to do with it. Although a firm believer in the benefits of the traditional liberal arts curriculum, he also believes in the goals of COP. It is probably that his desire to become affiliated with COP contributed to the affirmative action taken by his institution. 4 33 4 33

In addition, two other reasons are cited. One faculty member, a Sister of St. Jude, and a member of the COP Advisory Council, credits her Order's commitment to the poor and disadvantaged with making many faculty members sympathetic to at least the social goals of COP. A less noble motive is suggested by St. Jude's expansion plans. According to the director of admissions, the college hopes to increase its enrollment from its present 650 to 1000 by 1975. Consequently, any increase of students (with their tuition paid) would be welcome.

Where Fenton seems willing to make administrative changes to accomodate the special needs of COP participants, St. Jude is reluctant. Fenton, for example, offers special evening sections of courses that are taken by COP participants, since a participant's work commitments prevent him from attending most day classes. When asked if St. Jude planned to make any adjustments to the requirements of COP participants, Dr. Boxer stated that none were made, none were planned, and, further, none were anticipated. His position was supported by many other individuals to whom we spoke at St. Jude. The rationale offered for this was that the present course sequence was the best way to prepare teachers and that any deviation from it in order to make it less stringent would cheapen the degree. When asked if large numbers of participants would change his mind, the dean replied that they would not because his position was based on a philosophy of education rather than on administrative convenience. In fact, many slight, evolutionary changes (such as offering evening sections of courses) have occurred, and some others are expected. 33 10

It should be mentioned that administrators at Fenton never referred to the participants as "those people" (although a few faculty members did), a major difference in perception from the faculty and administration of St.

Jude. This differential perception can be explained by the histories of the two institutions. St. Jude was originally a Catholic girls' school, training mostly nurses. Only in the last ten years has the school become coeducational and accredited as a four-year degree granting institution. This contrasts to the relative heterogenity of Fenton's student body, a state-supported community college serving a varied student body in a variety of programs. It is clear that COP participants are relatively more deviant from the typical student norms at St. Jude than they are from the typical student at Fenton.

One of the more significant aspects of COP/IHE interactions is the conspicuous absence of the University of Old Brunswick from the program. Fenton, a two-year institution, cannot provide the professional education curriculum necessary for COP participants, and, of course, cannot grant the Bachelor's degree required for teaching certification. It was clear from the beginning that some other IHE would have to become affiliated with the project to provide this training.

The year before the first group of 12 participants would receive their A.A. from Fenton, negotiations were begun with several of the area IHEs, including the University of Old Brunswick in Hawthorne, Stephens College, Blaisdell College, and St. Jude College (all in Bayport). Due to the high tuition costs at the other schools, serious negotiations were instituted only with the University of Old Brunswick and St. Jude.

Some of the reasons for the interest at St. Jude may explain the lack of it at Old Brunswick, although the exact reasons for the breakdown in negotiations may never be known. Literally everyone we asked told a slightly different story and attributed the failure to quite different things. It is likely that the different factors all contributed to some extent.

In the initial discussions with the faculty of the College of Education, it is possible that Al Collig gave the impression that a special program would have to be instituted for the participants. Since only 12 were anticipated in the first year, with a total of about 60, this hardly makes much impact on a University with an enrollment of about 20,000. The strategy of having Collig make a presentation to the assembled department chairmen of the college is considered a tactical error by the Superintendent of JCSS.

Since Collig has no formal education credentials, academicians may tend to ignore what he has to say, regardless of its value. Dr. Richard Early, a faculty member of the University of Old Brunswick, attributed the failure to other institutional factors. The university will no longer accept all applicants to the College of Education; admission will now be competitive and COP participants will be unlikely to gain admission. When asked if they could be admitted in some special program, Dr. Early replied that that sort of thing was under consideration in the Board of Regents but would take some time. That Dr. Early himself had been a member of the COP advisory council since its formation was perhaps a factor. His perception of the goals of the COP program is that it should be training participants as aides, and not necessarily as teachers; those who are competent will go on to become teachers, the rest will not. This perception is clearly not in line with the thinking of the project staff. Since Early is a faculty member and also associated with COP, the initial impression of the goals of the program that he would have given the other faculty presents COP in an academically unfavorable light. Finally, some project staff attribute the failure to personalities, claiming that the Dean of the College of Education just did not want COP there.

If a goal of COP is to engender institutional change at the IHE by its presence, the strategy of splitting participants among several IHEs is questionable. Since the colleges are essential to the existence of COP, but not conversely, there is little incentive to change. Without a commitment of the IHE to the goals of COP, change there due only to the presence of participants is unlikely, given the small size of most projects. In addition, education departments can provide the necessary training without making a single change in their structure, course offering or course contents, as is the case at St. Jude.

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Participants

There has been some change in participant selection policy between the first and second years of the Bayport COP. In both cases, the decisions seem to have been made essentially by Al Collig, but last year they were based on formally codified criteria established by the advisory council (with Collig's help). There is probably a reason for the desire for formalism, and it most likely can be traced to what seems to be perceived as an overly liberal selection policy in the first year. In the initial grant application, the project emphasized selecting some participants, who

> "...while failing to demonstrate in some cases the promises of high potential for success, would nonethless enhance the public acceptance of the program should they succeed in pursuing and/or completing training under the program."

These participants, referred to as "high-risk," are now often seen as detrimental to the project. It is the visible failures of a project that determine a great deal of others' perceptions of it. A significant number of local school teachers and administrators habitually characterize COP participants as "those people," in reference to their perceived deviation. The intentional inclusion of "high risk" participants reinforced this perception. The validity of the perception was enhanced with each failure, while the successes went unnoticed. Many of the high risk participants did in fact justify their title by dropping out of the project to get married, to go to jail, to accept other employment or for a variety of personal reasons. As a consequence, the advisory council and project staff have this year sought participants with a greater likelihood of success. For example, the term "high risk" is often replaced by "low-income" in discussing participants. It should be noted that this shift is entirely typical of COP; it occurs in nearly all sites included in a national survey of the program being conducted by Abt Associates concurrently with this case study.

Colleges and schools involved with COP participants perceive them as a vastly different population from the one they generally deal with. Many of these actors are not at all happy with their perceptions:

> "These kinds of people need to be taught, rather than to be teaching."
>
> - Chairman of Elementary Education, St. Jude College

"The time has come in teacher education to concentrate on quality, rather than quantity."

- an aide coordinator in a small rural school

It is our observation that the deviance of the participants is more perceived than real. Despite the fact that most of the participants do come from low-income backgrounds, their orientation toward the teaching profession and education in general is decidedly middle-class in nature. This is probably a result of the fact that there are few clearly-defined poverty areas surrounding Bayport, that the participants went to the same schools and live in the same neighborhoods as everyone else. For example, one participant was explicitly labeled by his principal and teachers as being different, "not like you and me." However, the participant said that he was interested in a teaching career, because, for one thing, it would be a good job and would make him a respected member of the community, able to support his family and stay off welfare. Perception of teaching as a position for upward mobility does not imply a very deviant perception of the profession. 32

Throughout the history of the project consistent efforts have been made to establish linkages among COP, welfare agencies, employment agencies, military placement offices and other potential sources of participants. However, Local Education Agencies have continued to function as a prime source of trainees, many of whom come directly from existing aide programs. No concerted effort has been made to recruit participants from groups out of touch with LEAs, although good relations are maintained with the local newspaper (resulting in good press coverage) and with several community action agencies.

COP participants are registered as regular part-time students at the two IHEs involved in the project. At both schools, a participant takes about one course less than a full load each quarter, but makes up these courses in the summer session, when they are not employed as aides, so participants can finish the program in four years by taking summer courses. There is no special program for the participants at Fenton; they take about the same courses as any other student although there are occasionally sections of a course that meet at special times or with content slightly altered especially

for the participants. COP participants have preference in registering in these sections although other students are allowed.

At Fenton, each participant earns the Associates of Arts (A.A.) degree in a program similar to the standard liberal arts college-parallel transfer program. The requirements for participants are identical to those of other students in similar programs. The general requirements are:

- Completion of a total of 90 credit hours of work;
- A minimum grade point average of 1.8;
- 8 hours credit in English composition;
- 3 hours in speech;
- 8 hours each from each of three general groups of courses: Humanities, Social Sciences, and Math or Science.

These constitute the typical program for the first two years of a liberal arts program.

There is great flexibility in the actual courses taken as long as the above requirements are satisfied. It should be noted that Kirkwood also offers a program for teacher associates, independent of the COP project. Participants do <u>not</u> need to fulfill the degree requirements of this program, which concentrates on more clerical skills. Course selection is done in consultation with the COP counseling staff located on campus.

The situation at St. Jude is a bit different. Here the participants are in the professional concentration years of a teacher training program rather than in a general liberal arts program, so the course progression is more rigid. With certain exceptions, the participants follow the sequence of every other education major in their junior and senior years, since their A.A. from Fenton entitles them to full junior standing. The exceptions are that a COP participant must register for the COP seminar and make up a sophomore philosophy course not available at Fenton that is considered vital to their preparation as teachers. This course has been the source of much friction between the participants and the college. First of all, this seems to fly against the general decision to accept all Fenton A.A.'s with full junior standing. Secondly, the course is apparently more of a religion course than anything else, is not seen as necessary for teacher preparation, and the manner in which it is taught provokes great hostility from the participants.

This program is a traditional teacher training curriculum, with the standard variations for elementary and secondary education. Student teaching is one requirement - both for this program and for state certification - that will pose special problems for COP. It is planned that the practicum experience will serve as student teaching, on the assimption that a participant will have at least as much responsibility in a classroom by his senior year as a student teacher. Unfortunately, this progression of responsibility does not always take place, although plans for the coming years call for more supervision of the practicum situations to see that this need is met. An additional problem is that of participants placed in non-teaching situations, as library aides, for example. These participants are concerned, and understandably so, that they may be required by the state to student teach in addition to their aide employment, a situation which is logistically impossible. The project staff is also concerned about this problem but as yet not solution has been reached.

One other option available to participants at St. Jude is the opportunity to major in social work instead of education. This program would prepare participants for positions as welfare workers or, as is the plan of one participant, parole officers. COP will provide support for participants choosing this option.

Both institutions offer a practicum seminar for COP participants. This seminar generally consists of the presentation of problems faced by participants in their job situations and a discussion of how others would have approached them. The style and content of the seminar vary with the instructor. Participants are generally enthusiastic about the seminar and participate avidly in the discussions.

In addition to the instructional aspects of the seminar, it served to reinforce the strong feelings of community that exist among the COP participants. On one occasion we witnessed, an instructor in a course attended by many participants cancelled a class meeting on very short notice. Instead of just going home, the class moved to a student lounge and continued without the instructor by breaking up into small groups and working on previously assigned class projects. Ian Carruthers believes that this community feeling is one of the important by-products of the program. Since most of the participants have a history of failure in academic settings, the comfort of a group of people who are truly peers is very important to their adjustment.

Practicum

A practicum experience for COP participants is central to the program, yet the proposal for 1970 devotes fewer than 100 words to this subject (which is, significantly, referred to as "placement"). The only specific description given is that the practicum should be "school-oriented." This is surprising unless COP is being interpreted as a relatively traditional work-study program in which the work just happens to be in a school.

On the whole, on-site observation of participants in LEAs supports this view. Aides were found in the basement writing report cards, working in libraries, or sitting at the back of a classroom preparing ditto masters. While we were not seeking statistical data on this point, it is probable that many of the participants have little or no contact with children. Most of those participants who are in contact with children spend their time in individual tutorial work, only occasionally working with small groups. The COP participants who has had some experience in teaching the entire class is indeed a rarity. Nor are aides used in planning. None of the schools we observed made any reference to the possibility that the aide might be able to contribute knowledge and skills not available to the regular teacher.

The fault for the practicum's failure to meet its expectations cannot be attributed to either the project or the schools alone. COP aides are generally used in working with children in systems that are more or less open, and have had some experience with aides beforehand. In systems that are still quite traditional, relatively isolated, or, quite often, small, there seem to be the most problems putting an aide effectively to work. The responsibility for seeing that the schools know what they can do, with respect to the law; and should do, with respect to the goals of COP, clearly rests with the project staff. Only one general attempt to present this information to all users of aides was made, a Saturday meeting that was poorly attended and even more poorly received.

In those schools which were innovative before the advent of COP, the more innovative features of the program have been seized upon, and aides are treated as responsible teacher-trainees. They are allowed to participate in most of the regular activities of teaching and are in frequent contact with children. In our sample of classroom observations there is a significant correlation between consistency of use of aide with program objectives (on the one hand) and general innovativeness (on the other). COP has

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been most successful precisely in those contexts where more innovations are likely to be tried from <u>any</u> source. 25

Many of the LEAs were simply unaware of their options in the use of aides. An actual case history will illustrate:

> Pat Smith was employed as an aide in a lower income rural school. Classes were overcrowded, so her principal selected fifteen third graders and sent them and Pat off to the cafeteria for her to provide full-time instruction. There was 32
> no teacher supervision, and the students were not taught by anyone but Pat. It happened that one child's mother found 23
> out that her daughter was not being instructed by a certified teacher. These were no ordinary parents, and the case rather quickly came to the attention of the state officials, who sternly reprimanded the principal. At this writing, no one in the administration of Pat's school district is quite 34
> sure what she may or may not do. Her primary responsibilities are clerical, although she spends a small amount of her time tutoring an EMR child.

This principal, and many others like him, expressed a need for technical assistance (TA) from COP on the use of teacher aides. Such TA is sometimes provided by the COP councilor and COP coordinator, but only on an exception basis, when the aide's complaints become so vigorous that no alternative seems possible. Most schools are willing to use aides as COP intended, but do not know what to do. Lack of funds and staff prevents any general program of implementation and assistance to schools, although it is hoped that funds for such functions can be provided next year.

Counseling

In addition to the academic opportunities provided, COP supports counseling services for participants. This is especially important to them, since many have been out of school for years or are "high-risk" people who have a history of academic adjustment problems.

As mentioned before, most of the counseling services are on a crisis basis, coming into play when a problem becomes evident rather than being preventive in nature. Given budget constraints, this is the only practical approach.

The counseling arrangement is very informal. Participants generally go to see Steve Guthrie, whose office is on the Fenton campus, although some see Ian Carruthers or other staff members or teachers when this is more convenient or Steve is unavailable. One interesting thing is that participants will call Al Collig directly if something is important. It should be emphasized that going out of the structure is not a rejection of it, but usually a matter of practicality. Students at St. Jude are directed to Dr. Thomas, but an informal (and more effective) network is emerging there also.

The services provided are usually ad hoc solutions to specific problems, rather than generalized adjustment or guidance services. This strategy has been criticized as attacking the symptom rather than the disease; many specific problems are only manifestations of deeper problems and specific solutions will not prevent a recurrence of similar difficulties. The strategy was defended by Rob Henrikson, a former training coordinator and counselor in the project. Since the participants can be expected to have existing academic adjustment problems, a generalized counseling approach would be hopeless; too little, too late. Since most participants have a history of bad experiences with schools, problems that would be trivial annoyances to a typical student are really serious to them. Since most of these small problems can be satisfactorily resolved directly, by speaking to a teacher or principal, that is the most efficient way to deal with them. Granted, it's a crutch, an aspirin, but it gets them through the program.

Another criticism, made very often by local school teachers and principals, is that the aides do not have reality-based aspirations. Some participants objectively will never become teachers, for some reason or another,yet they have this aspiration reinforced by the project staff. For example, a participant in a seminar was told by the leader that she would be an excellent teacher and had good employment prospects when that very afternoon the principal of the school in which she is employed stated that she just did not have what it takes to teach. In this case, however, it appears that the coordinator was uninformed rather than intentionally misrepresenting the situation.

The defense given for not being negative with the participants is that they need the success experience. This philosophy carries into some classes at Fenton (but not St. Jude). The problem of when to stop artificial success experiences and to begin reality-based counseling is a difficult one and must be made on an individual basis. Competent teachers and counselors should be expected to make the decisions as they become necessary.

Project Impact

Most changes in the project planned for next year are the direct results of the fact that the project is now phasing out. No new first year participants will be added, although some new people may fill vacated slots if they are able to enter at the same academic level as the dropout. This, however, is the fate of all COP projects and does not reflect on the quality of this project.

Some of the more evident changes in the project have been hinted at before, since they involved mainly staffing. The two full-time positions at Fenton are to be replaced by several Fenton employees hired part-time by the project. Fenton also intends to hire a staff member to work with the Old Brunswick Department of Public Instruction on matters relating to teacher (and aide) certification. A new position has also been established at St. Jude for a staff member to act as counselor and conduct the seminar. In addition, St. Jude wants him to be qualified to teach elementary education part-time; the needs of both parties will be filled by one man, a situation very typical of small colleges.

Strategies

A single strategy dominates the approach of the Bayport COP to institutional change, but this strategy manifests itself in a number of diverse ways because it is adapted to the various institutions which are its targets. The only resource completely within the disposal of the project is the participants, and if we examine the various conscious and unconscious strategies applied to LEAs and IHEs, somewhere at the bottom of each we find that the ultimate instrument of change is a participant.

The clearest examples of this strategy are to be found in the colleges. Here the use of participants is a conscious strategy articulated by the project director, the JCSS administration, the project staff and the participants themselves. In the words of one St. Jude student, "Things are bad here [at St. Jude] now, but just wait until they get sixty of us here." Aside from the setting of obligatory contractual arrangements for staffing, little has so far been done toward effecting institutional change at St. Jude. The reason given on all sides is that to date there have been only 17 students in the COP program there. There is a clear hope that the pressure of numbers next year will force further concessions and will institutionalize some of the decisions which can now be made on an exception basis only.

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It will be remembered that a key factor in St. Jude's acceptance of COP in the first place was the desire to increase enrollment. There was a clear perception on the part of the faculty and administration that the source of additional funds (federal and other) lay in the direction of larger student bodies, and that any increase in registration meant a concomitant increase in revenues. Thus, St. Jude's quid pro quo from the start had been the mere physical presence of the additional students supplied by COP.

Similar processes seem to have been at work in Fenton, although they are not so blatant, since Fenton has shown greater philosophical agreement with COP, and has not so much needed to be approached by strategem.

As mere numbers and physical presence were the inducement for St. Jude,

so were they for many LEAs who have placed participants in the practica. To overcome real or perceived resistance to the presence of aides, the project was able to convince Washington that aides could not be placed without a 35% subsidy. Principals are quick to admit that the chief appeal of COP for them is the low-cost labor it supplies. They are also quick to add - that should the cost of this labor increase, they might find themselves unable to continue participation in the COP. The LEAs seem to have been aware of the power-in-numbers strategy employed on the colleges, and they seem to have consciously resisted its application to their own case. Despite the fact that COP guidelines recommend no fewer than six aides in any school, most of the Bayport aides are in schools either by themselves or with only one other participant. School principals attribute this strategy to the special problems presented by "those people." "If you get too many of those people together, they'll start feeling sorry for themselves and try to change things around." A less strategy-oriented explanation for this is that most districts place only a few aides due to lack of funds.

It is typical of non-project actors' approaches to conflicts posed by the use of COP aides as the instruments of change that the pressures are deflated by the perceived deviance of the aides. When the few COP aides now at St. Jude began to object to a required philosophy course (which they refer to as Catechism II), a faculty member dismissed the objection as attributable to the inability of "those people to function on the level of abstraction we're used to." Similarly, conflict engendered within the LEAs is never considered a possible indication that the LEA may be at fault, but rather that the COP participant was unable to adjust to the demands of the real world. Such attitudes seem to have effectively prevented COP from being used as a change mechanism within either the local schools or (to a lesser degree) the colleges.

It should be noticed that this strategy does not call for any particular actions on the part of the participants themselves; their simple presence is seen as the tool for institutional change. For this reason, we consider the participants to be the instruments, but not agents,of change.

Conclusion

In retrospect, the Bayport COP project, perhaps more than is desirable, is dependent on its staff for its success. This success is due to more than their considerable capabilities and experience, however. The specific personalities involved are seen by many observers in Bayport at the IHEs, LEAs and within the JCSS) to be critical to the success of the project in spite of the contextual difficulties involved. Coordination of a project with practicum sites located in seven counties and with training provided by two IHEs is truly a monumental task for the project director and his staff.

Addendum

Since the visit of the case study interviewing team to the Bayport COP project in February, 1972 we have been informed of several changes in project staffing. Because this information is second hand (in the form of communications from the new project director), we have chosen not to incorporate it into the body of the case study. It is inconsistent with the methodology of this study to rely on a single unverified source for any data. However, this information does bear directly on serveral matters that were still indefinite in February. For this reason, we have included the information in this addendum. What follows is based only on written correspondence with Al Collig's replacement.

The most important change in staffing is the appointment of a new project director, effective July 15, 1972. The new director was formerly Chaplain at a college in the Bayport area not involved in the COP project and had extensive experience with student support services as a part of this role. We are unable to determine Al Collig's reasons for leaving the project.

Also, the position of assistant project director has been created and filled. This person will have responsibility for supervising participants in their practicum sites as well as other planning and administrative responsibilities. Ian Carruthers, as we had expected, has left, but his position was filled. This contradicts the reasons given for his dismissal (that the slot was to be abolished). Steve Guthrie will not leave this year, as he had expected, because his position also will be kept for another year. At the end of the 1972-73 academic year, however, both of these staff positions at Fenton will be abolished with the phasing out of the COP program there.

At St. Jude, Dr. Thomas will continue as chairman of the Education Department, but will no longer have responsibilities to the COP project. As the number of COP students registered at St. Jude has increased, so has the workload of the COP coordinator there, necessitiating the hiring of a full-time staff member for this task. Also, Dean Boxer apparently is not longer at St. Jude. The reasons for this are unclear.

In a project of this type, heavily dependent on the personalities of its staff members for is success, such major staffing changes must have

major impact on the functioning of the project. Many changes in staffing (new positions, etc.) are results of the changing nature of the project and should contribute to its continued success. The impact of other changes (specifically the loss of Al Collig and Dean Boxer) cannot be predicted at this time.

A STUDY OF THE

TEACHER CORPS PROGRAM

BEECHAM UNIVERSITY

SANDWICH, NEW PLYMOUTH

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BEECHAM UNIVERSITY TEACHERS CORPS PROGRAM

Overview

The commitment to institutional change and the sense of mission associated with the origins of the Teacher Corps Program at the national level do not appear to have ever permeated to the Institution of Higher Education (IHE) or to the Local Educational Agencies (LEA's) in this exemplary Teacher Corps site. The rhetoric is there. The appropriate "instruments" for change have been supported or were created by the project. There are new techniques for teaching reading and writing; new types of people recruited to the teaching profession; open classrooms, portal schools, and satellite schools. There is modular instruction, continuous education, behavior modification, team teaching, and differentiated staffing. English is treated as a second language for children who generally speak "Black English." A cadre of persons has been developed in each of the participating educational institutions. In short, there is much to commend in Thomaston. But, for the most part, the changes brought about by Teacher Corps at this exemplary site appear to be cosmetic. The problems associated with racism, educational bureaucracy, and teacher-centered classroom instruction in Thomaston have not been fundamentally altered by the Teacher Corps Program per se.

It may be unfair to expect such change, yet the very success of the Beecham-Thomaston project in introducing the appropriate 'instruments' for change makes such an expectation more likely and, after all, the Teacher Corps Program was instituted to address these kinds of problems.

The difficulty appears to be endemic to the programmatic approach to educational change, because the market place approach to educational innovation (e.g., the offer of federal financial aid through a "program" in return for specific agreements to alter the status quo) has simply failed to bring about basic, necessary institutional change at this exemplary Teacher Corps site. This perception is held by a substantial number of the Teacher Corps Interns in Thomaston and was reinforced by the on-site observations of the two Abt Associates Inc. staff members who visited this site for two different periods of time. However, these perceptions regarding

teacher-centered classrooms are not held by the Director of the Teacher Corps Program from Beecham University.

Impact at Beecham University

Although the Teacher Corps project at Beecham University has accomplished all of the prescribed milestones for bringing about educational change within the University's School of Education, its educational impact has been modest as compared to its support for the "growth" ambitions of the University. The project has permitted the University to establish working relationships with important LEAs on terms that are favorable to the University -- that is to say, on terms that have required only a modicum of change on the part of the University in terms of curriculum, staffing, and support systems, and at almost no cost to the University. Likewise, the educational changes that have occurred in the School of Education's curriculum as a result of the Teacher Corps project seem largely functional rather than structural, temporary rather than permanent. For example, the course offerings at Beecham include courses on "The School and the Disadvantaged Child," "Behavior Modification Techniques from Classroom Management," and "Practicum for Teachers of the Urban-Rural Disadvantaged," but two of these three courses are ostensibly open to non-Teacher Corps participants and the third -- "Behavior Modification Techniques" -- is likely to have emerged without Teacher Corps support. Moreover, these and other changes seem to be incremental and often the result of local and idiosyncratic circumstances, resources or shortages of resources.

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On the other hand, both the undergraduate and the graduate curricula at Beecham reflect a reasonable number of the changes being sought by those pressing for educational innovation. There are new courses in Beecham's School of Education. There are signs of burgeoning change in curriculum emphasis. There is some evocative teaching and non-directed learning taking place, albeit its infrequency according to some Teacher Corps members. On balance, however, these changes have yet to become systemic.

Furthermore, while the University has permitted some Teacher Corps members to enter the program "on a probationary basis if they have been strongly recommended by the selection panel," no basic changes have been

made that might attract members of minority groups to Beecham.* The fact that Beecham is a new University and some of the Teacher Corps program objectives represented by it have been accepted by the education establishment, appears to be the causal factor for the innovations that have managed to penetrate the regular MAT program at Beecham. In short, most of the long-term changes that have occurred within the Beecham University School of Education cannot be replicated elsewhere.

To an extent Dean Warren finds that the Teacher Corps innovations parallel the views of Mr. Bradford, State of New Plymouth Superintendent of Public Education. Hence, Beecham's experience in Teacher Corps and with Competency Based Teacher Certification, puts it in the vanguard in the very types of innovation winning favor with New Plymouth's chief school administrators. Yet, the Teacher Corps program has not been without its disadvantages to Dean Warren.

A major criticism, apparently used by the ad hoc committee to question the desirability of competency based teacher certification was apparently its costs ($3800 per student year), which is two or three times greater than the cost of traditional teacher training.

Dean Warren has also discovered that participation in the Teacher Corps program has directed important campus talent and resources away from the campus toward local educational agencies (LEAs) - public schools in Thomaston and Albers County in this case. Instead of spending time on intra-university contacts, first line University staff spends time confronting the problems of elementary school administration and teaching, helping with on-the-job training, and developing teaching units and curriculum for LEAs. By and large, University staff has one foot in each camp. Finally, Dean Warren has discovered that the IHE is often blamed for LEA problems and decisions over which the University has only marginal influence. Yet the University is rarely credited for positive influence on LEAs. Dean Warren's experience has shown him that neither the general public nor the Teacher Corps interns are inclined to appreciate the limitations under which the IHE must operate. In summary, while the IHE's contact with LEAs has helped the University, it has also cost the University.

* It should be noted that the senate of Beecham University has taken some steps to attempt to remedy this problem.

Beecham University

Beecham University is located in Beecham County, New Plymouth. It is at the outer edge of the Metropolis suburban fringe. Thomaston, a blue collar industrial city with a dying commercial center, is five miles west of the University. Thomaston has a population of approximately 82,000. Rural Albers county and the town of Didcot are located 30 miles east and north of Beecham.

Beecham is a relatively new institution of higher education (IHE). It started operation in September 1959 as a colony from New Plymouth State University. In 1963 the University changed its name from New Plymouth State University Beecham to Beecham University. Its legal and administrative relationship with New Plymouth State University, however, remained unchanged until 1970 when the State of New Plymouth, by legislative enactment, made Beecham an autonomous and separate state supported institution of higher education with its own appointive governing body.

Initially, Beecham was housed in three buildings: the University now has twenty-one major buildings. Beecham University's academic structure has changed commensurately. At the present time, it has a College of Arts and Sciences, a School of Economics and Management, a School of Education, a School of Engineering, a School of Performing Arts, and a Faculty of the Library. It also has three undergraduate, inner colleges - Reiner College, Ives College, and Schippers College - each with its own version of general education.

Candidates for Master's degrees were first admitted in the fall of 1965. Currently the College of Arts and Sciences and the School of Education jointly offer programs of instruction leading to the degree of Master of Arts in Teaching in the fields of English and mathematics, and the School of Education offers programs of instruction leading to the degree of Master of Arts in Teaching in the fields of elementary education, reading instruction, and special education. The School of Engineering offers a Master of Science degree in systems engineering. Master of Arts degrees are also conferred in English, mathematics, and psychology, and Master of Science degrees in chemistry and physics. Two of the three divisions of the College of Arts and Sciences which grant masters degrees participate in the Teachers Corps program.

During the first five years of its operation, the academic faculty at Beecham University had little interest in the institutions and community life of nearby communities, despite the college's dependence on those communities for students and various kinds of support. By 1968, however, a number of Beecham faculty, particularly in the School of Education, had taken a special interest in the Thomaston Public School System. In the early stages of the University's development its leadership had consciously avoided the rapid growth of its School of Education because it did not want Beecham to be identified by New Plymouth legislators as a regional teacher training center. By 1968, however, this objective had been accomplished, and the growth of the University's School of Education was in danger of being retarded because it had not established the associations with local school systems that would furnish (a) student teacher training outlets, (b) graduate students in education, and (c) counseling and research arenas for faculty members.

Two experienced public school administrators, Francis Farne and Jennifer Ball, assumed the primary responsibility for establishing better relationships with neighboring school districts and expanding territory or "turf", for the School of Education. Both Doctors Farne and Ball received their Ed.D.s from Jasper State University. Dr. Farne has been assistant to the Dean of the College of Education at Krupa State. In 1965 he joined the Beecham faculty as an Associate Dean of the School of Education. In 1968 he added the title of Associate Dean for Off Campus Programs. Dr. Ball was brought to Beecham in 1968 to manage a federally funded inservice training program operated by Beecham for Thomaston teachers. The program concentrated on the needs of disadvantaged youth, and was accompanied by an inservice training workshop held at Carver Elementary School in Thomaston. During the course of this project, Dr. Ball built a strong professional relationship with the Thomaston Public School System.

Jennifer Ball is a skilled educational professional, a good administrator and an experienced school leader. In short, she is an excellent school politician. Dr. Ball taught in the New Plymouth public schools ten years before becoming an elementary school principal in the Metropolis Public Schools in 1961,

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where she successfully administered schools in a variety of different kinds of of neighborhoods before joining the faculty of the Beecham University School of Education in the fall of 1968. Dr. Leo Warren, Dean of Beecham University's School of Education, has confidence in Dr. Ball. She has direct, open access to him and is generally granted her requests for expansion and support.

In the summer of 1969 Dr. Ball became the Associate Director of Project REAL, a summer training center for training Teacher Corps Personnel for a seven state region, and in the fall of 1969, Thomaston replaced Jasper State University as the prime contractor for the Teacher Corps program and transferred its Fifth Cycle Teacher Corps IHE affiliation from Jasper State University to Beecham University.

By the fall of 1971, the enrollment of Beecham University had grown to 7,069 students. Just over 1300 of these students were graduate students, of whom 1154 were enrolled in the graduate division of the School of Education. Indeed, there were nearly as many graduate students enrolled in the Master of Arts in Teaching (MAT) program as in the undergraduate division of the School of Education in which 1595 students were enrolled.

Because of differential tuition costs, the vast majority of Beecham's students are graduates of New Plymouth high schools. It currently costs twice as much for out-of-state students to attend Beecham University as for New Plymouth residents. By national standards, tuition rates at Beecham are a little higher than average. Tuition is $312 per semester for a 16 credit schedule for New Plymouth residents and $744 per semester for an out-of-state student carrying the same academic load.

Few of Beecham's students are Black, Chicano, or Puerto Rican. Tuition rates, a traditional academic orientation, and the University's suburban location are contributing factors to this phenomenon. After three years, the Teacher Corps program is still a primary source of Black and Chicano students for the Graduate School of Education.

The Teacher Corps program is also the most important single source of "soft money" for the School of Education's graduate division.

Jennifer Ball, Director of the Teacher Corps Project at Beecham, is 1
assisted in her Institution of Higher Education (IHE) administrative duties for Teacher Corps by Dr. Nancy Heller, Dr. Colin Churchill, and Mr. Hugh Slaughter. Dr. Churchill is the Associate Director of the Beecham University Teacher Corps project. Prior to joining the faculty of Beecham University, Colin Churchill

taught elementary school social studies in the Metropolis Public Schools and worked extensively with emotionally disturbed children as Director of Ritter Laboratory in Metropolis. Along with Jennifer Ball, he sits, as University Representative, on the Teacher Corps intern selection panel for Thomaston. Dr. Churchill coordinates University resources for the Thomaston portion of the Teacher Corps project and is in charge of the "Practicum for Teachers of the Urban-Rural Disadvantaged" for Thomaston interns. This practicum is open only to Teacher Corps interns and is worth 8 credits toward an MAT. The course progresses through four developmental phases - gaining higher levels of competencies in the teaching strategist functions, teaching research function, behavioral management functions, and school-community function.

Dr. Heller is the Associate Director of the Beecham University Teacher Corps project. She and Jennifer Ball are the University's representatives on the Teacher Corps intern selection panel for Didcot and Rivertown. She coordinates Teacher Corps activities for Didcot and Rivertown and like Colin Churchill, is in charge of the "Practicum for Teachers of the Urban-Rural Disadvantaged" for her area of coordination. She spends 60% of her time on the Teacher Corps project, as does Jennifer Ball. Colin Churchill spends 40% of his time on Teacher Corps. 1

Hugh Slaughter has a half time appointment on the Teacher Corps project Staff as Program Development Specialist. The remaining half of Hugh Slaughter's time is spent in Teacher Corps on the Community Component and the Volunteer Corps. He is also writing his dissertation for an Ed.D. at the University of Pacifica. As a Program Management Specialist, he has two major responsibilities: the development of modules in instructional areas and community involvement, and the coordination of evaluation activities. He has experience as a teacher, program administrator, and teacher trainer in the South and Southwest. 4

Several of Beecham University's senior faculty members have agreed to devote one-sixth of their teaching time to Teacher Corps interns. Professor Michael Barna, Chairman of the Department of Mathematics of the College of Arts and Sciences, teaches Teacher Corps interns and has developed instructional modules for use in teaching elementary school children mathematics. Dr. Oren O'Kelley, Professor of Education, assists Teacher Corps interns with classroom observations, supervision, and training in language arts for disadvantaged youths, while Assistant Professors, Dr. Edward Blake and Dr. Sarah Spivey help interns design reading modules and develop expertise in Children's literature. 1 8 4

Dr. Douglas Oglesby, Chairman of the Guidance Education division of the School of Education, devotes a portion of his time to Teacher Corps interns, as do Drs. Matthew Ahern, (Elementary Area, School of Education), Robert Maurer, (Psychology, Department of Psychology), and Judson Jerome (Guidance and Counseling, School of Education).

Two members of ethnic minorities also play limited roles in the training of Teacher Corps interns. Jesse Root, a Black instructor who specializes in the educational problems of emotionally disturbed children, and Ramon Uribe, a Spanish speaking specialist in community service programs and elementary school counseling, have minor roles in the training of Teacher Corps interns.

Most of the front line faculty members apparently participate in the teacher Corps training project because it gives them access to resources and on-line experiences to which they might otherwise have difficulty gaining access. The consequence for the School of Education is that talented faculty members who might otherwise be undertaking basic research - the kind of research for which a School of Education gets a favorable academic reputation and for which professional advancements are most often granted -- are engaged in operational research and training activities. Obviously, from the point of view of Dean Warren, the Teacher Corps project is a mixed blessing.

A second limitation associated with the use of academic faculty in the training of Teacher Corps interns is the teaching style of these faculty members. Although they are quite capable of discussing the establishment of teaching objectives in behavioral terms, these faculty members are still in the process of acquiring this skill. According to Corpsmen, the University faculty often find it difficult to be evocative. Moreover, as front line academics in the University, they have a variety of duties other than teaching Teacher Corps interns. Consequently, they appear to many interns to be pursuing their Teacher Corps chores unevenly - at times spending a great deal of time preparing lessons and supervising interns and at other times preoccupied with scholarly chores. Teacher Corps faculty is talented, bright, and provides much more aid and tutorial supervision than student teachers are normally given, although as noted below, many Teacher Corps interns are still dissatisfied. None of this is to say that Teacher Corps Training at Beecham is inadequate.

The bulk of support activities for the training of Teacher Corps interns is provided by the School of Education. However, the activities of at least two divisions of the College of Arts and Sciences provide some training for interns. Professors Barna and Maurer provide academic support in mathematics and psychology respectively. 10

All of the College credit courses required for the MAT are currently available to interns at the site of their teaching practicum. Thus, despite the guidelines for preparation and submission of 1972-74 Teacher Corps projects which state that "the Teacher Corps program should not be isolated from the regular staff or students."* Teacher Corps interns are effectively isolated from all other MAT students at Beecham University. Moreover, since the two training sites are located approximately 30 miles apart and have different foci, different courses are offered at the two sites. Hence, Teacher Corps interns at the two sites are also effectively isolated from one another despite the fact that there are some planned activities that bring the two sets of interns together and in the spring of the year teams trade sites for a short period of time so that they can broaden their practicum experience. 26

Although there appears to be a high level of linkage among federal programs in the Thomaston schools, the Teacher Corps program at Beecham University per se has no links with other federally funded programs. This is the case largely because there are only a small number of "soft money" projects in the School of Education.

The Teacher Corps training program at Beecham emphasizes the teaching of elementary and middle school mathematics and reading, areas in which good teachers are still relatively short in supply. 35 27

Beecham University was also one of seven "fifth-cycle" Teacher Corps projects participating in a special research project funded by the National Center for Education Research and Development. As a result of this participation, Beecham and its cooperating LEAs developed a series of instructional modules which attempt to personalize behaviorally oriented instructional components in mathematics and children's literature which provide for varying entry and exit points, and individual pacing for each child. These modules are prepared packets covering basic concepts and overall discipline designs. 37

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* Office of Education, U.S. Department of Health, Education and Welfare, Teacher Corps Guidelines: Information and Guidance for Preparation and Submission of Proposals for 1972-74 Teacher Corps Projects and for Their Administration and Evaluation (March 1971), p. 65.

Unlike most Teacher Corps training projects for degreed participants, the Beecham project permits an intern to earn a Master of Arts in Teaching and a temporary teaching certificate in one academic year and two summers. The Beecham project is somewhat unique in this regard, as most similar programs take two full academic years for completion.

The Preservice Program

The Beecham Teacher Corps project begins with a preservice program for all Teacher Corpsmen, team leaders and interns alike. The first phase of this preservice program is a workshop for LEA team leaders. In 1971-72 this workshop was four weeks in length, but it was not held over four weeks of continuous time. Instead, it started with a series of short sessions held in the spring and ended with a full week of intensive training just prior to the beginning of preservice training for the interns. The 1971-72 workshop for team leaders was longer than normal. Its extra length was justified because (a) Thomaston was preparing its first teams to be in the Human Resource Center, a new elementary school building designed especially for team teaching, differentiated staffing, and open classrooms, in effect, a portal school, and (b) this was Didcot's first year in the Teacher Corps program and they had no previous experience with team teaching. 5

In 1972-73 the preservice workshop for team leaders will be cut back to two weeks of intensive training just prior to the preservice training program for interns. 5

The preservice workshop is an important prelude to preservice training activities for interns. Team leaders and team teachers are oriented to group processes. The LEAs and the IHE cooperatively define and describe the competencies, attitudes, and knowledge which the interns and team leaders will be expected to demonstrate before they will be accepted into the in-service training phase. Finally, a special leadership training session is conducted by the Gestalt Institute.

The regular preservice training program is designed to orient corpsmen, project staff, schools, and community to the Teacher Corps model of teacher education. During this period of time, all participants are enrolled in the program on a provisional status. The preservice experience is to provide participants with instructional and exploratory experiences which prepare them to: 8 25 29

(1) communicate with children and parents of low-income families as individuals and in groups;

(2) perform specific basic teaching skills;

(3) work toward problem-solving in team groups;

(4) motivate children of low-income families;

(5) direct their own personal learning in light of their new role requirements; and

(6) analyze alternate learning strategies appropriate for themselves.

By the end of the preservice training period interns are expected to demonstrate that they can perform those six basic functions.

Team leaders are full-time participants in the preservice program. They assume instructional roles as part of the University teaching team for intern training. They have adjunct staff responsibilities at instructional sessions, they evaluate interns, and they direct teaching teams and team planning sessions for the mini-school experience.

The mini-school concept was instituted by Beecham University in the summer of 1971-72. It is a small, special summer school program sponsored by the participating LEAs for children who require special attention. The session is staffed by Teacher Corps participants. The children attending the mini-school are not necessarily the same children who will be taught by the Teacher Corps during the regular year. Thus, the arrangement permits learning to take place through role modeling and by doing. It enables Teacher Corps interns to "get their feet wet" and to make mistakes without creating situations that are prejudicial to their practicum experience. The field based mini-schools operated for three of the eight weeks of pre-service Teacher Corps training in 1971-72 and will operate two of the six weeks of preservice training for 1972-73 interns.

The mini-school is a vehicle for a variety of learning experiences for corpsmembers. Initially interns observe teaching teams -- consisting of university faculty, team leaders, and team teachers -- diagnostic and tutorial techniques, behavior modification, and other instructional techniques. Later, they participate as members of teams and have an opportunity to develop teaching strategies and demonstrate teaching methodologies for both individual children and groups of children. Beecham University staff records these experiences on video tapes and uses them for shared non-evaluative feedback and for individualized evaluations.

NUMBER OF TEACHER CORPS INTERNS TRAINED AT THE
BEECHAM UNIVERSITY PROJECT SITES

School Year	Number of Interns	Number of Schools in which the program operates
THOMASTON		
* 1966-67	15	3
* 1967-68	20	4
* 1968-69	15	3
1969-70	35	6
1970-71	35	5
1971-72	12	1
DIDCOT		
1971-72	12	2
RIVERTOWN		
1971-1972	6	1

* As part of the Jasper State University Corps project.

In addition to orienting corpsmembers and representatives of participating agencies and groups to the Teachers Corps model of teachers education, the preservice program also provides an opportunity for interns to deselect and for LEAs and the IHE to identify problems and test their plans prior to actual inservice training. During this trial period, interns can choose to drop out of the program without prejudice. By the same token, interns whose progress is unsatisfactory can be counselled by the team leader or the University instructor. If satisfactory progress is not noted after counselling, the student can be reviewed by a Deselection Review Committee. For those who are counselled to deselect, the University Placement Service is made available. In 1971-72, it was anticipated in the Beecham University grant application that four interns would either drop out of the program or be encouraged to deselect.

Team Formation

The Teacher Corps Program is required by law to train future teachers in team groups. Team teaching, for the purposes of Teacher Corps, is loosely defined as a team of teachers, interns and paraprofessionals which is directly responsible for necessary instruction for a group of students larger than conventional classroom size.

In 1971 the formation of teaching teams for interns assigned to Thomaston and Didcot took place during the preservice period of the Teacher Corps project. During the first four weeks of the preservice experience, corpsmen for Thomaston, and Didcot worked together without regard to their preliminary site assignments. During this four week period, situations were scheduled that encouraged corpsmen to get acquainted with one another.

At the end of the first four weeks of preservice training, interns were asked to submit to the Program Director their preference for team members and grade level assignments. Tentative team assignments were then made for the mini-school team teaching experiences. The teams contained a team leader, two to four experienced teachers, two teacher aides, and four to six Teacher Corps interns. 2

These teams were then field tested in the mini-school. During this field experience, the trial or tentative teams were evaluated. At the close of the mini-school permanent team assignments were made on the basis of the field experience and evaluation. The design of teams for the regular program year were different than those used at the mini-school (see illustrations I and II). Two or three adjustments in team assignments were made during the regular program year.

Inservice Training

The program of inservice training for Teacher Corpsmembers participating in the Beecham University Teacher Corps project is designed to train and retrain teachers by means of flexible models of teacher education which are competency-based, personalized, and field-centered. Veteran teachers are given an opportunity to update their knowledge and develop new skills through inservice training, while Teacher Corps interns are being afforded an opportunity to obtain a personalized teacher education in which learning is fitted to their specific needs and learning rates.

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Twenty-four semester hours of credit are available over a two year period to regular teachers through the project. All of these credit hours may be applied toward an MAT degree and special education certification, or guidance and counseling endorsement.

Approximately 30 teachers and other school personnel are involved in such retraining activities.

The instructional program for Teacher Corps interns meets the requirements for New Plymouth elementary teaching certification as well as the requirements for the MAT in elementary education. Interns are awarded eight semester credit hours for their work in conjunction with preservice training. These credits are granted for courses titled "The School and the Disadvantaged Child" and "Introduction to Special Education".

During the inservice phase of intern training, on-site demonstrations and seminars are conducted and credits are awarded for "Language Arts in the Elementary School", "Development Psychology", "Tests and Measurements", and "Math in the Elementary School" (in Thomaston or "Social Studies in the Elementary School" (in Didcot). Credit is also awarded for the practicum experience.

This program of instruction is capped with a full summer of academic work selected by the intern and his guidance committee.

ILLUSTRATION I

DIDCOT TEAM TEACHING DESIGN

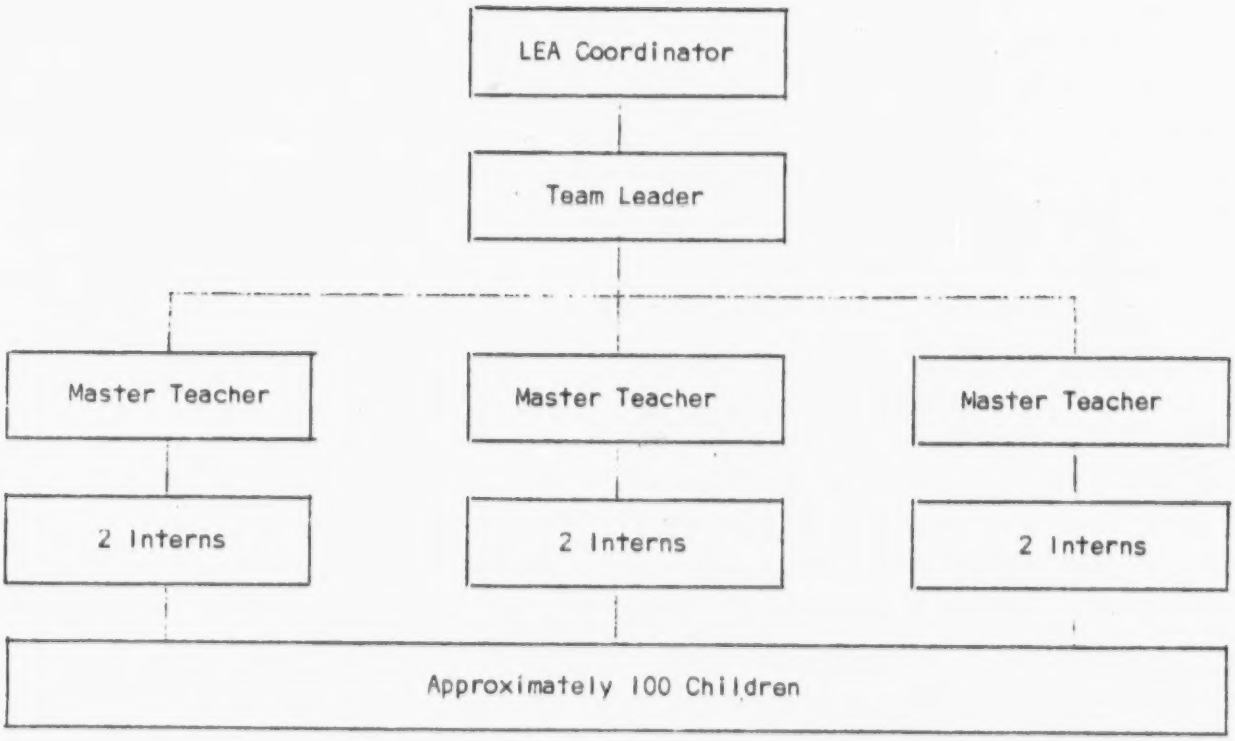
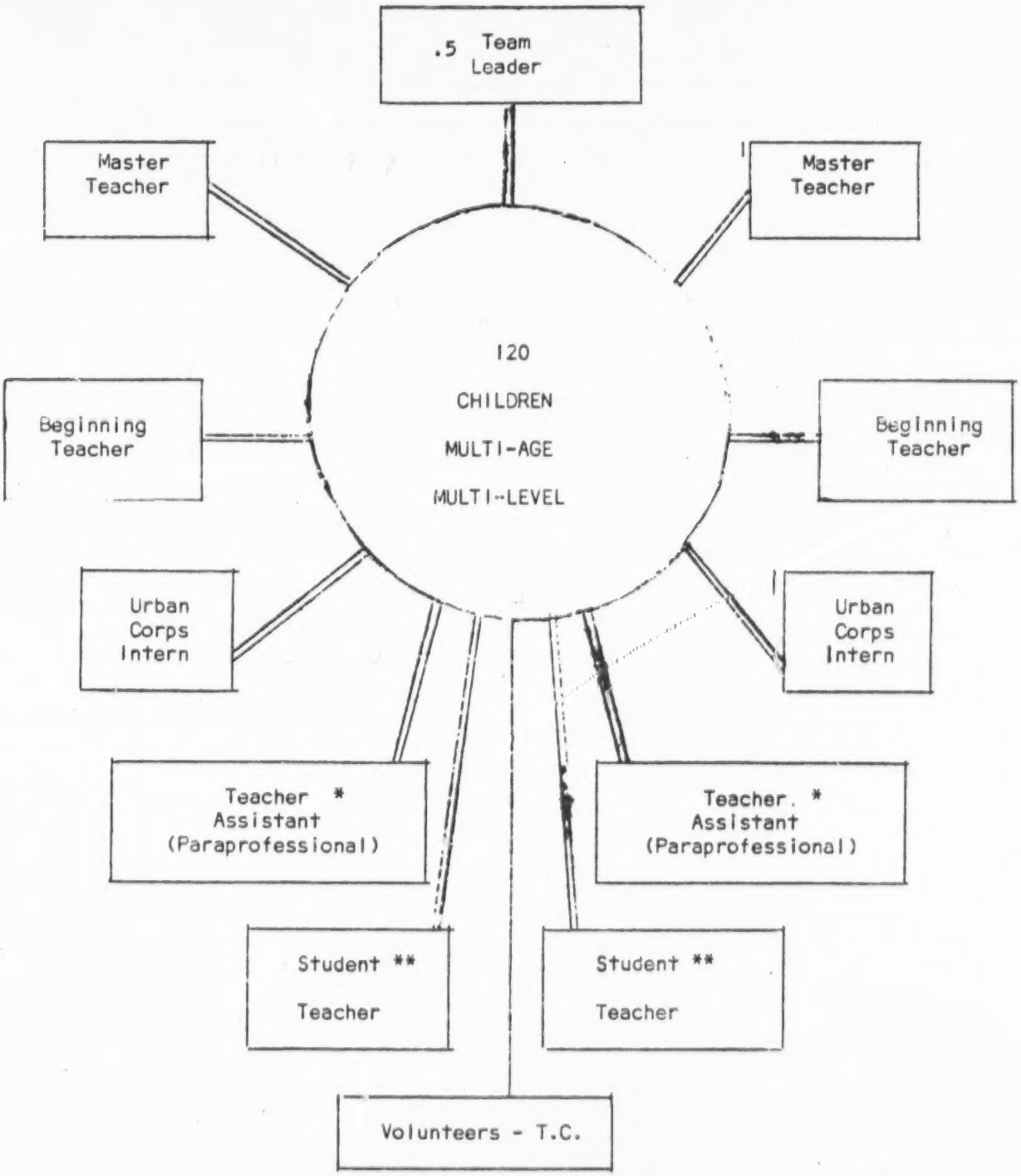


ILLUSTRATION II

TEAM ORGANIZATION, HUMAN RESOURCES CENTER (THOMASTON)



*Teaching Assistants (Paraprofessionals) will be available in the Human Resources Center for teams subject to the funding of a Title III Proposal

**Student teachers will be placed on teams at the discretion of the Director of the Human Resources Center.

Work in the Community

In order to improve educational opportunities for children of low-income families, all Teacher Corps members must spend time each week in activities which "encourage, support, and develop education activities beyond the regular school program". Such activities are to be planned and undertaken with the active participation of parents and other community members.

This aspect of the Beecham Teacher Corps intern's training and service begins during the preservice program with an orientation to the community to which they will be assigned. The orientation includes instruction on procedures for developing and/or supporting constructive community activities as well as examples of concrete ways in which the interns can begin to know and work with the community. Community representatives made presentations and act as liaison persons for the interns during the preservice and inservice periods.

During the fall of 1971, the interns in Didcot & Thomaston were involved in an abortive attempt to organize a youth center. Later they organized and helped to operate a day care center for working mothers. The interns in Thomaston, on the other hand, helped to organize block clubs, design and distribute a newsletter, and tutor students. Interns at both sites meet with groups of parents on a monthly basis to keep them informed about the progress and problems of their children. They also make home visits to talk with parents and to offer suggestions that may increase the academic growth of their children.

Thomaston

Over the past twenty-five years, the shopping patterns of the residents of Beecham County, New Plymouth, have changed significantly. As a result, shopping in downtown Thomaston declined sharply and commercial blight set in. By the mid-1960's Thomaston's central business district was economically depressed and dying, and the city's tax base was eroding. The decline of downtown business also redistributed and decentralized political power in Thomaston.

As an industrial, satellite city of Metropolis, Thomaston is basically a blue-collar community. Its major source of employment are Universal Aircraft assembly plants and supporting industries. Twenty-five years ago a large number of Universal Aircraft executives lived in Thomaston and took an interest in local affairs. Over the course of the last twenty-five years, however, the first generation of U.A. executives retired and/or died. They have been replaced by a different generation of aircraft executives who do not have roots in Thomaston, do not live in Thomaston, and have only limited interest in Thomaston's civic affairs. In short, they are "outsiders."

Like many industrial communities in the United States, Thomaston is ethnically heterogeneous. Approximately 26% of Thomaston's population is Black, as compared with 8% in 1950, and 17% in 1960. Racial and ethnic tensions are common in Thomaston. As a rule these tensions focus on schools and housing. For example, Thomaston was recently the focus of racial disturbances which centered on busing to achieve racial integration in Thomaston's public schools.

As in other American industrial cities, the Black population of Thomaston is clustered -- partly out of choice, but primarily as a result of limited purchasing power and a dual housing market that (a) restricts housing opportunities for Blacks and (b) confines expansion of the housing market for Blacks largely to the edges of all Black neighborhoods. As elsewhere, the neighborhoods occupied by Blacks contain some of the oldest and most deteriorated housing in the city. About 20% of Thomaston's population lives in deteriorated and dilapidated housing. A large percentage of that population is Black or Puerto Rican.

Segregated housing patterns have resulted in the defacto segregation of Thomaston's public elementary schools. Since Thomaston's oldest school buildings have been located in its oldest residential neighborhoods and these are

the neighborhoods occupied by Blacks, the physical plants of the schools attended by Blacks in Thomaston have been in serious need of upgrading. As in other cities, racial insensitivity among Thomaston teachers together with seniority rights and a shortage of Black teachers meant that until recently the quality of education in all Black schools was inferior to that in all-white schools. Furthermore, it favored middle-class, white values and modes of communication over those of Blacks.

The Black population of Thomaston is more middle class and less militant than that of Metropolis, but has experienced increasing Black awareness and visible Black pride over the past decade. Despite growing Black pride, Thomaston has not had the strong, visible, and vocal leadership found in many Black communities, at least until recent months.

The School Setting in Thomaston

The School District of the City of Thomaston maintains 27 schools. Nearly 24,000 students are enrolled in these schools. Approximately 30% are Black, 5% are Spanish speaking.

The Human Resource Center (HRC), where the Teacher Corps program is located, serves 1,500 elementary school children. Fifty-five percent of these children are Black and 5% are either Mexican-American or Puerto Rican.

The school leadership in Thomaston is able and skilled. Hubert Matthews has been Superintendent of the City of Thomaston's public schools for 19 years. He is the second highest paid school official in the State of New Plymouth. He has a five year contract which is renewable annually.

Superintendent Matthews has also surrounded himself with talented and skilled aides. In the community, Victor Ayoub is perhaps the most visible of these aides. As School District Director of Community Action Programs, he has been a prominent member of Superintendent Matthews' team for the past eight years. During this period, he compiled an impressive record as a "grantsman", community organizer, and program manager. As of October 15, 1971, for example, he had already raised $4,121,397 of Federal categorical aid for operations of the School District of the City of Thomaston for fiscal year 1971-72 (see exhibit 1); still had the confidence of most of the city's Black community; and had developed and advanced a sizeable cadre of followers within the Thomaston Public School System. Victor Ayoub's cadre includes George Geiger (Director of the Human Resources Center), Walter Anderson and Hazel Sinclair (Principals at the HRC), and Shirley Wilson (the former LEA Coordinator and now a direct employee of Ayoub. In contrast, Mr. Louis Filler, Assistant Superintendent for Instruction and School Organization, and Mr. Peter Strawson, Director of Elementary Education, seem to be more traditionally oriented school officials. Both are outside Ayoub's direct influence. They, not Victor Ayoub, seem to represent the dominant philosophy of the Thomaston Public Schools, although Ayoub appears to be making inroads.

The Setting and Strategy That Brought the Teacher Corps Project to Thomaston

By 1965 Thomaston's inner city elementary schools were showing serious sings of physical decay. Like the buildings in the adjacent central business district, these school houses were old and inadequate. Moorehouse School was 69 years old, MacDowell, 67; and Pirelli, 75. All three schools were overcrowded or in danger of being so. Furthermore, Moorehouse and Pirelli were predominantly Black and the Black community in Thomaston, as elsewhere, was beginning to express its long felt concerns about the unequal education it was receiving.

In the winter of 1965-66, the parents of Moorehouse Elementary School students began to agitate for a new school. By early May, 1966, 256 residents of the Moorehouse school district had signed a petition calling for a new school. Armed with this tangible sign of support, the Parent and Teacher Associations of Moorehouse and Pirelli schools initiated a meeting with the School Board and the City Commission to press for new schools and better education for the Black community.

The school crisis at Moorehouse had not been developing unnoticed by Dr. Matthews. In 1965 he had selected Victor Ayoub, principal of Moorehouse School, to direct the new department of Community Action Programs and Federal Programs for the School City of Thomaston. In the fall of 1965, Ayoub's new department initiated a "School Community Program," in the tradition of the Claymore Fund's School Community Program in Ruckville, New Plymouth. Moorehouse School was to be the first target for this program. While the parents of Moorehouse School responded favorably to the idea of a school community program, they were more interested in a "new and larger school building and facilities" for their neighborhood, and set about gathering signatures on petitions to make their point.

Victor Ayoub of course, had deep roots in the Moorehouse neighborhood. He knew the mood of the Moorehouse community and kept Dr. Matthews apprised of that mood.

In the spring of 1965, Dr. Matthews and Mr. Charles Hudson, President of Thomaston's Board of Education, flew to Midland, Catawba, together to the annual meeting of the American Association of School Administrators.

School District of the City of Thomaston

Office of Community Action Programs

CATEGORICAL PROGRAMS FUNDED FOR 1971-72 AS OF OCTOBER 15, 1971

	PROGRAM		TOTAL AMOUNT FUNDED
1.	ESEA Title I		
	Oral Language	$396,290	
	Community Services	52,110	
	Individualized Instructional Program	194,300	
	Parochial	17,050	
	Evaluation & Administration	88,778	$748,528
2.	Bilingual Education - ESEA Title VII		133,500
3.	Exemplary Vocational Education		154,793
4.	Adult Basic Education		75,000
	Adult Education		210,000
5.	Growth and Cady - Vocational Education		121,225
6.	Career Opportunity Program - EPDA		247,000
7.	Short Term Teacher Training Program (ST^3P) - EPDA		132,155
8.	Urban Corps - EPDA		127,427
9.	Head Start		203,339
10.	Environmental Education		9,700
11.	Teen Mothers		37,155
12.	Other Vocational Education		173,672
13.	Emergency School Assistance Program		276,703
14.	Comprehensive Career Education Model		400,000
15.	Section 3 of the State Aid Act		702,200
16.	Vocational Education - Part C		369,000
	TOTAL AMOUNT ALL FUNDED PROGRAMS		$4,121,397

RR/alk

En route, they discussed the condition of Thomaston's inner city schools, including the rapid racial transition of several of them. During the course of the conversation, they discussed the concept of an "educational park" for these transient inner city school areas.

The "educational park" idea was popular in the professional literature of school administration at that time. It seemed to both Mr. Hudson and Dr. Matthews that an attractive "educational park" might make Thomaston's central city attractive enough to stabilize transient neighborhoods. Consequently, Mr. Hudson and Dr. Matthews decided to explore the concept as a possible solution to the problems the Thomaston schools faced.

After returning to Thomaston, Mr. Hudson and Dr. Matthews talked to the members of the Board of Education in executive session about the idea. This executive session of the Board of Education led to meetings with officials of the Claymore Fund and later with Institutes for School Research in New York City. Finally, after a series of local meetings, Louis Filler, Assistant Superintendent of Thomaston Schools, and Victor Ayoub met with the U.S. Office of Education in November, 1966, to explore similar projects and to discuss possibilities for federal program support. Later, Ayoub spent two full days in the U.S. Office of Education, reviewing educational park programs supported by Elementary and Secondary Education Act, Title III funds. Likewise, the State of New Plymouth Department of Education was also contacted several times during this period.

These meetings in the U.S. Office of Education ultimately resulted in (1) an application from Thomaston for Teacher Corps funds, and (2) the incorporation of many of the educational innovations that are associated with Teacher Corps into the physical plans for the proposed educational park. The Office of Education and the Teacher Corps Program, however, were not the only forces that helped to shape Thomaston's Human Resources Center (HRC). The evolution of Hubert Matthews' concept of an educational park that would simultaneously replace the inadequate school buildings serving Thomaston's Black community and stem the exodus of white families from Thomaston into the concept of a multi-service center (built around a K-6 elementary school) offering several neighborhoods a comprehensive package of social and economic services is a complex story beyond the scope of this report. Suffice it to say that the HRD took five

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years to plan and finance and two years to build. Over that period of time a host of local organizations and agencies, two large foundations, and two Departments of the Federal government -- in addition to the architects and local school leaders -- helped to determine the final design of the HRC.

Team Teaching and Differentiated Staffing in Thomaston

The first cycle Teacher Corps project introduced team teaching to Thomaston. Prior to 1966, the Thomaston Public Schools had no formal experience with team teaching. The introduction of team teaching was seen as an effort to make urban education more relevant. It was seen as a start toward making both individualized and group instruction more meaningful to elementary school children attending Moorehouse, Pirelli and MacDowell schools.

The early experience with team teaching was mixed. Thomaston was the most remote outpost of the Jasper State University Teacher Corps project. Its personnel were inexperienced in team teaching and not always readily available. Moreover, there was significant resistance to educational innovation both within the school administration and among classroom teachers in Thomaston.

This natural resistance was reinforced and perhaps even exaggerated by the substitution of Teacher Corps interns for certified teachers. Indeed, the teaching teams have rarely been at full strength in Thomaston. Without question, these policies have increased classroom teacher skepticism toward the innovation and have fostered opposition to team teaching. Furthermore, veteran teachers and established school principals became especially resistant to team teaching as the teacher shortage began to disappear.

The shift of Thomaston Teacher Corps IHE support from Jasper State University to Beecham University altered both the team teaching model and the type of auxiliary support available to the project. Initially, the shift from Jasper State to Beecham was made so late in the summer of 1969 that the preservice program was inadequate. The amount of classroom supervision and support provided to Teacher Corps interns was also inadequate for many corpsmembers. However, by the second year of Teacher Corps training most of these problems were under control, and the Teacher Corps model became a much more cooperative venture between Beecham University and the Thomaston Public Schools than it had been between Jasper State and Thomaston.

The Beecham University team teaching model introduced differentiated staffing, greater participation of Thomaston School administrators in the selection process, behavior modification, and a lessening of teacher centered instructional models. Team teaching became more evocative and less didactic;

more sensitive to individual differences; and more open-ended. However, Teacher Corps resources seemed spread too thin to have maximum impact. In 1969-70, Teacher Corps interns were serving in five Thomaston elementary schools and one elementary school in Inkster, and in 1970-71, they were serving five Thomaston elementary schools. 25

In some of these elementary schools the program was isolated from the rest of the school. The principal and the faculty alike resented the "experiment". Often key parents shared the teacher's views. They resented having their children used as "guinea pigs". In other schools, team teaching was identified with "poor people" -- most of whom were Black. In these schools, the project was associated with integration and racial change. 15

If the innovations represented by team teaching had been quick to show positive results, the resistance might have melted away. This, however, did not happen to the extent some anticipated.

The opening of the Human Resources Center together with new Teacher Corps guidelines that encouraged projects to concentrate or focus their resources permitted the Thomaston site to concentrate all of its Teacher Corps interns at the Human Resources Center.

The Human Resources Center was constructed for team teaching. Its open space design and its learning centers (combined mini-libraries and audio-visual centers) require cooperative teaching and differentiated staffing throughout all but a small part of the building. The shift of young children from three elementary schools to the HRC and the training of appropriate staff would not have been possible without the supporting resources of Beecham University and the Teachers Corps program. Although the opening of the HRC was complicated by Court-ordered integration and consequent last minute changes in plans, the HRC is operating at least as satisfactorily as any school in the district. 37

Didcot

The Didcot and Rivertown Community School Systems are located just beyond the Metropolis urban fringe, and seem likely to experience an influx of commuters over the course of the next decade. At the present time, the Didcot Community School System maintains a K-12 educational program for 1,520 school-aged children who live in the 135 square mile district. Ten percent of these children live in homes where English is the second language. Nearly all of this 10% are Mexican-Americans who have recently settled out of the migrant stream. The system operates three school buildings at two locations. The High School (grades 9-12) and the Elementary School (grades 5-8) and the bus garage share the second site. Both sites are located adjacent to the main section of the Town of Didcot (1,800). The sites are within easy walking distance of one another, being only three blocks apart.

The Elementary School and the Middle School are currently involved in the Teacher Corps Program for the first time. Two teams of interns are operating in each of the two schools that are involved.

As in Thomaston, the school leadership in Didcot is able, skilled and experienced. Leonard Stewart has been Superintendent of Schools in Didcot for 8 years. He had been a teacher in Didcot for several years before leaving and then returning to become Superintendent of Didcot Schools. Over the course of the last 6 years, he has not denied a single request made of the Didcot School Board.

Under the able direction of Mrs. Genevieve Thrash, a former county superintendent of Schools in the Didcot area, Leonard Stewart has led the Didcot schools in an active search for Federal funds. Over the last 6 years they have become polished grantsmen. Superintendent Stewart has also developed his own cadre. Chief among this cadre is Henry Gross, principal of the Elementary school. Mr. Gross is active in the Didcot community and has held several offices in the local Kiwanis Club, which is the community organization represented on the 1971-72 grant application of Teacher Corps funds. Neal Cassidy is the Middle School Principal. Bertha Lennon is the LEA Coordinator and Joseph Ryder, a former Teacher Corps intern in Thomaston, is a key team leader in the Didcot Teacher Corps Program.

School Setting in Didcot

Leonard Stewart has been working toward educational change in the Didcot schools since being hired as Superintendent of Schools in 1964. In 1965, he attempted to move toward non-graded elementary education with the assistance of ESSA, Title I funds. The use of these funds, however, was restricted to low income families and the tracts that were involved in the non-graded experience soon got a bad reputation in the Didcot Community. Parents demanded that their children be placed in traditional classroom settings and ultimately the experiment was dropped. In 1968, he attempted to bring about a total curriculum revision, but could not obtain the necessary resources.

When the Teacher Corps project was introduced into Didcot, a great deal of groundwork was laid and no special attempt was made to segregate low income children from the other children in the choice of the classrooms selected for participation in the Teacher Corps "experiment". Superintendent Stewart persuaded some of the most respected teachers in the school system to act as Master Teachers, and he gained the support of Didcot's Kiwanis Club (the most influential organization in town) for the program. Consequently, when the Teacher Corps project was introduced, it enjoyed a degree of teacher and community support it was never able to achieve in Thomaston.

Subtle influences have also favored the Teacher Corps project in Didcot. Beecham staff appear to be less tense, more at ease, when dealing with Didcot staff, interns, and parents than when dealing with Thomaston staff, interns, and parents. The children in the Didcot schools seem more like children with whom Beecham faculty are familiar. They seem more trusting and respond more visibly to Beecham methods than many of the children attending the Thomaston Human Resources Center. The value systems of Didcot students and their role models are more in keeping with those of the traditional classroom teacher. Finally, Didcot has smaller class sizes and a more intimate environmental setting than does Thomaston's HRC.

The classroom experiences in Didcot were better organized and less adult-oriented than those in Thomaston, but neither set of classroom experiences was either non-directed or individualized, although they appear to be moving toward these goals. Nor did the open space environment of Thomaston's Human Resources

center lead to different results than Didcot's traditional classroom settings. The major differences between the two sites were (a) the amount of order, and (b) the amount of visible lesson preparation exhibited by Corps members.

In neither case were Teacher Corps interns mature enough or knowledgeable enough to be catalysts or influential change agents. At both sites, the interns were interested in what they were doing and critical of traditional classroom teaching. But, they simply did not know enough about bureaucratic organization; the people and the circumstances they were dealing with; or pedagogy to bring about meaningful change.

The Teacher Corps project seems to have kept Superintendent Stewart's dreams of curriculum revision and educational change alive. He has consciously avoided the problems that grounded his previous efforts to improve the quality of Didcot's education, but it is too early to determine if the Teacher Corps project will help to bring about fundamental changes in schooling in this rural community.

Impact on the Local Education Agencies

The most significant problems that face the LEAs seem almost untouched by the Beecham Teacher Corps project Thomaston, it would appear that the unwillingness of the white population to live with Blacks is the fundamental cause of problems in the schools. The effort to develop an educational park, that would act as a magnet to hold families in a neighborhood, has not worked, and it is doubtful that the late timing of the HRC was a sufficient cause of this failure. This most basic problem of de facto segregation and racially changing neighborhoods is ignored by the Teacher Corps program, and neither the HRC nor Teacher Corps seem to be able to effect change at such a central point.

Instead, both of these projects seemed to be used to "buy time" by defusing dangerous situations. Yet, once purchased in this way, it is very unclear what the time was used for. No immediate institutional or social changes were made; de facto segregation continued. When school boundaries were adjusted, due to the imminent opening of the HRC, integration in Thomaston was actually reduced rather than increased. This practice was challenged in the courts by a Teacher Corps intern, and the case was won. Yet according to the attorneys and plaintiffs this action was taken without the knowledge or approval of the Beecham University Teacher Corps project management. Indeed, the Corps member, Mrs. Mary Lee Dimmock, did not enter the teaching profession after leaving the program.[3] 37

The Teacher Corps program, of course, was not designed to bring about changes in the social infrastructures of local communities or to address specific issues like racial polarization. It was designed to "strengthen the educational opportunities available to children in areas having concentrations of low-income families, and to encourage colleges and universities to broaden their programs of teacher preparation." The idea was that new styles of classroom education and better qualified, better prepared teachers would make classroom education more relevant for "disadvantaged" children. As a corollary, more relevant education would permit these children to succeed by the standards of the dominant culture. The stated problem was the education poor children were receiving, not the 13

3. Johnny Jones, a minor, by his mother and next friend, Mrs. John Jones, et al., vs. School District of the City of Thomaston, Inc., et al., Civil Action No. 11111, vs. District Court, Eastern District of New Plymouth, Southern Division. Filed April 1, 1970.

problems of the objectives of that education, or problems of the society which established those objectives. The problem was not perceived to be racial discrimination, dissatisfaction with the status quo on the part of the community leadership, maldistribution of resources, or ineffective educational bureaucracies.

Given the problem addressed, the Beecham Teacher Corps project has brought about the intended changes in the style and even the content of schooling in the classrooms it serves in Thomaston, Rivertown, and Didcot. Thomaston's classroom environment is open. Differentiated staffing and teams of teachers provide both individualized and group instruction. Continuous progress is possible for the children assigned to the Human Resource Center, and modular instruction is making inroads. Yet, the consequences of such innovations do not appear to be systematic. However, it may take four or five years before the results of Teacher Corps innovations can be adequately measured, and there remains a possibility that broader community impacts will take place. At this point, however, new staffing patterns, curricula, and concepts of instruction do not seem to deal with the primary problems faced by young children of low-income families.

In bringing about what changes have occurred, the leadership at the three cooperating educational institutions involved in the Beecham Teacher Corps project exhibit some similar characteristics. First, there was a continuity of leadership prior to the introduction of Teacher Corps, so that the project could serve established goals of respected and responsible administrators. Second, these administrators all appear to be highly skilled in dealing with school politics and school bureaucracies, able to accommodate multiple goals and objectives and promote the strongest characteristics of their institutions to the outside world. In other words, they might be characterized as educational entrepeneurs. Finally, the Teacher Corps project itself could serve as a vehicle for providing outside rewards for those within the system who shared a number of strategic and organizational objectives: the project served as an incentive to promote pre-existing objectives for change.

These characteristics undoubtedly enabled this project to meet the prescribed milestones for the educational innovations supported by Teacher Corps. That these characteristics existed before the Teacher Corps project, suggests that Teacher Corps has supported the leadership in bringing about the changes intended, and that the success of the project is a function of the congruence between leaders' goals and Teacher Corps goals. Whether such success has impact on communities, or in fact, is a measure of educational change, remains ambiguous. The fact that the Beecham Teacher Corps project has met its interim goals and continues to support the intended innovations at the participating institutions is relatively clear.

A STUDY OF THE
EDUCATIONAL LEADERSHIP PROJECT
COTUNKET, CATAWBA

Data Collection and First Draft of this Case Study by:
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THE EDUCATIONAL LEADERSHIP PROJECT - COTUNKET

Introduction

The Educational Leadership project in Cotunket is characterized by its leaders, participants and school coordinators as a mutually satisfying operation in linking the University of Catawba in Cotunket, and the Cotunket Unified School District. Although a large number of tactical decisions and activities went into such a relationship, and it continues to develop and change, it is that two previously divorced, occasionally antagonistic, and traditionally separate and distinct institutions are now locked together, which substantially conditions any comment on the project.

Background

The emergence of inter-institutional cooperation followed an independent assessment of needs and resources in each institution. UCC underwent such an assessment with the appointment of Dean Joel Housman and of a large number of new faculty three years ago. Dean Paul Temple and Professor David Pierson were particularly concerned with urban education and the extension of the university into new training and service activities. Pierson had been familiar with BEPD's leadership training branch two years prior to submitting a proposal for the first year project. During his Bascomb Fellowship, he had been a resource person at a meeting of the National Advisory Panel. He had also made a presentation during the fellowship at Westminster University on a training strategy for urban administrators in which universities and the large urban school district of metropolitan areas would work cooperatively. Finally, Pierson turned down an opportunity to work at O.E. in the BEPD and returned to UCC. 1

At about the same time of Housman's* appointment to the deanship at UCC, the school district appointed Klaus Ritter,** who assumed responsibility for staff development and appointed a Staff Development Task Force.

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* Housman has been at UCC for more than a decade.

** Ritter just retired after four years in the Cotunket School District.

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That Task Force developed a district-wide plan, which included the training and upgrading of school administrators. The plan was then shelved due to external pressures on the district - court ordered desegregation, a teachers' strike, and subsequent decentralization.

In 1969-70 the district split into four administrative zones, and in 1970-71 plans were made to break into twelve administrative Areas. One of those Areas, Area K, came under the leadership of the Head of the Staff Development Task Force, a former Assistant Deputy Superintendent and UCC graduate. Another member of the Staff Development Task Force was hired as a program coordinator for staff development in Area K for the three year project. They joined the new central office of the "decentralized" area, and, in cooperation with UCC project personnel, proceeded to initiate an Area plan for staff development which could serve as the model for the district.

During the planning year of the three year program the problems of initiating cooperation between a university and school system emerged. Applying information gained through what was essentially trial and error, the framework was formed for the second year's success. According to the participants in that demonstration, including most of the current staff, mistakes made then yielded more informed and creative solutions.

During the 1969-70 academic year, the UCC Graduate School of Education (GSE) was undergoing curricula change in nearly all of its specializations (the GSE does not have a departmental organization, i.e., Dept. of Curriculum, Administration, etc.). Moreover, several new specializations were submitted as proposals to the GSE Educational Policy Committee. One of these proposals was prepared by David Pierson, then Chairman of the Administrative Studies Specialization, and colleagues from administrative studies and other specializations within the school. The proposed specialization dealt with the training of educational administrators exclusively. For urban schools, a departure from the more general orientation of administrative studies.

Shortly after the approval of the specialization in urban educational

policy and planning, Professor Pierson and Vice Chancellor Dr. Felix Ungar (also a Professor of Education) developed a proposal to secure fellowships for the new program. The BEPD guidelines for the 1970-71 academic year stressed a variety of potential recruits for such programs, including teachers, as well as non-teachers, candidates with no school experience as well as experienced educators, young as well ad mid-career fellows and multi-ethnic balance. The 1970-71 project differed greatly from the city-university projects that followed. For it was during the 1970-71 academic year that the leadership training institute (the National Advisory Panel) recommended new guidelines encompassing university-school district cooperation, multi-year funding, a more targeted emphasis on areas within large city school districts.

Thus a second proposal was prepared jointly with Cotunket school officials during winter and spring 1970. Series of meetings were held with the Deputy Superintendent, directors in charge of federal programs, the Staff Development Task Force, zone superintendents and, ultimately, the Cotunket Director of Federal Programs and the UCC Project Director met with a Board of Education subcommittee and the Board of Education at an official meeting. The Board approved the joint program which began fall 1971 for three years ending June, 1974.

This program was approved by the BEPD and constituted a new project, as distinguished from the first year project. In fact, several similar projects were discontinued across the nation to permit the concentration of a large proportion of leadership development funds from BEPD in six large metropolitan areas.

The goals of the 1970-71 project were largely institutional. In recruitment tactics, curriculum building, and expression of an urban - and local - priority, UCC was attempting to develop a strategy of planned change, both for the district and the School of Education.

Working somewhat independently of the district and state education agency, UCC's program recruited minorities and recent college graduates with or without experience in teaching. The state requires three years of

teaching experience to get a state administrator's certificate. The nature of the 1970-71 guidelines resulted in some recruits who had no experience in the public schools. Moreover, final approval from BEPD came in late May and was followed directly thereafter by a teachers' strike. Yet, Cotunket staff members attempted to notify its teachers through its house organ about the UCC project. Recruits for the first year project varied from a social worker from the Department of Social Welfare, a teacher of two year's experience in the Cotunket district, an Associate Director of the Asian American student center of the University, to a former principal of an urban school, a former parole officer with six years of teaching experience and a therapist from a hospital for the emotionally disturbed.

On the whole, this strategy seems to have been accidental. Although the range was intended, some of the trainees expected to become principals, and some were disappointed that state credential and Cotunket school district personnel regulations would not permit it. This oversight does, however, demonstrate the orientation of the University-based planners; they attempted to recruit change agents from a variety of social service agencies and with experience and skill in having impact on bureaucratic agencies from the inside. It also demonstrated that more contact was necessary with the school district. In spite of their lack of familiarity with issues, personnel, or politics of the Cotunket district, the University had planned elements of a program to impact on that district. Clearly, other elements were necessary.

The first year also set a curriculum which, although changed in part, remains the main University contribution. That curriculum is a mixture of policy and planning, organized through an umbrella title: Urban Education Policy and Planning. That special program remains separate from the Specialization in Administrative Studies, and is designed as an interdisciplinary specialization, drawing from several schools and departments, but primarily within the School of Education. Its major thrust is to develop a range of services to inner-city schools which would focus a variety of talents available in the University. Its efforts are channeled

through the areas of policy - which deals essentially with the politics, environmental and bureaucratic, and has a tactical rather than theoretical orientation - and planning which deals primarily with data analysis and forecasting, (a closed systems approach) as well as with strategic planning in uncertain organizational environments (an open systems approach). 28

Recruits in the first year project were brought into the School of Education as full-time graduate students, were involved in a full course load of three courses per quarter, and were placed as administrative interns for one-day-a-week in two quarters. The courses included new material in policy and planning, as well as a number of electives from the existing curriculum in several specializations and departments in and out of the School of Education. New courses were piloted in that first year, to be institutionalized in succeeding years. The internship itself was a pilot, and open to change.

In the first year the internship was project-oriented. That is, the trainees worked in the central area offices and schools within the school district on a project designed to develop research skills and provide a service to the school district. As a by-product, the project was also designed to demonstrate the utility of applied research to the school district. The priority given to academic approaches to projects was demonstrated in the schedule - which included one day a week with the district - and the supervision - by university staff. In the first year the internship was an extension of other curricular changes, and served more to test academic skills in a real setting than to provide a service to the school system. Trainees in the first year tended to build upon their experience: those from the district worked on problems they had noted in the schools - vandalism, discipline, curriculum, bond campaigns - and those not from the district worked on problems they had noted in relating to the schools - the politics of special education, the links with small minority communities in the city. 25 26 9

Development of the Current Program

Several lessons from the first year project were translated into specific re-design decisions which are represented in the current design of the project. In working with the Cotunket Unified School District, project personnel became increasingly aware of the issues, concerns, and personnel constraints of its client district. This awareness was translated into a new design for the pre-service internship, a more careful and planned system of recruitment and placement upon graduation, and a more narrow focus for pre-service candidates (mid-career candidates were involved in a somewhat more varied experience) on one specific job category, that of the vice-principal. Rather than a program in school administration, the federal program and its local project became a city-university project. The Director, staff, participants, and LEA respondents noted a number of major shifts in the program's orientation, linked to the shift in weight of the practicum experience:

- increased role of the practicing principals in training new principals and vice-principals;
- increased service role which the program provides by supplying interns for extended service to inner-city principals;
- increased autonomy for trainees in operationalizing their relationships with the school system and principals;
- increased emphasis of "policy" over "planning" in the overall design of the program.

Each of these changes, it would seem, represent strategic decisions. Those decisions were not exclusively reserved to the University. They do reflect, however, an attitude at the University which continues to pervade the project; increased cooperation with the strictures of traditional procedures, in order to place, recruit, and train personnel who will, in the course of their training and thereafter, effect incremental changes in Cotunket inner city schools. Whether this strategy is strictly enforced is another question (discussed in detail below) but, in any case, it was

expressed by virtually all respondents, from all groups and constituencies.

Perhaps it is appropriate at this point to highlight another change from the first year's project. The role of the community in that first year was in planning and in selecting the trainee. A committee, consisting of community and university personnel, was responsible for the initial selection. Those selected then were reviewed by university graduate admissions and were admitted - none were provisional - see OE Report for selection criteria - depending primarily on undergraduate grades. The community committee continued to meet with overall policy groups through the first year of the program. It has not met since. Staff and participants express a need to involve the community in Area K, but that need has not been fulfilled by the program as a whole, although individual trainees are active in implementing a number of forms of community participation. Any conclusion as to the exact degree or range of community input to the project would be premature, yet, at this point, the community has little, if any, input in any formal way.

The first year project was, in essence, a special graduate program for M.A. and Ed.D. candidates in urban educational administration. Recruits came from a number of different sources; the curriculum was different than traditional curricula primarily because it included new - but still primarily academically oriented - courses; and the school-university cooperation was limited to a two quarter, one-day-a-week internship.

The three year city-university project has three major sub-programs:

1. Mid-Career Training Program: During the first year of the three year project, this sub-program is expressly for Area K administrators (principals and vice-principals). The overall aim of this effort is to provide these administrators with additional skills in educational administration and in the uses of applied research methodologies in management. The program also provides an opportunity for these administrators to interact with each other, within the framework of seminars exchanging experiences and ideas with regard to developing theories in education innovations. The last two years of the project will recruit candidates from inner-city schools on a district-wide basis.

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2. Pre-Service Program: The majority of the program participants are in this program. Most are M.A. candidates in educational administration, and have been recruited from various areas in the Cotunket system. The operational aspects of the program include an internship of four days a week for two academic quarters in elementary/secondary schools in Area K. In addition, the students are expected to go through a curriculum substantially different from the first year project. The new curriculum contains a leadership training laboratory, a course designed specifically for the inner-city urban administrator, as well as introductory work in policy, planning and research.

3. In-Service Staff Development: This sub-program was designed and planned jointly by a steering committee of principals and vice-principals from Area K, central office and area personnel, UCC professors, and project personnel. Second year trainees of the project assisted in organizing and administering workshops. The workshops are attended by between 90 and 100 administrators in Area K. Two main themes are staff relations and community relations (and the advent of school-community advisory councils).

The largest element of this tri-partite arrangement is the staff development program with 90-100 administrators; the second largest is the pre-service element with ten fully funded trainees and the Mid-Career Fellows numbering eight.

As described by Mr. Anthony Mayer, Coordinator of Federal Programs for Cotunket, this split into three components allowed each institution to maintain its own "turf", while it also made available the resources of each institution to give credibility and authority to the mixture. The University got a funded doctoral program, with recruits from the district; the school system got a funded in-service staff development program, with staff from the project; and the future administrators got visibility to the district, training from the University, a degree, and state credential.

Interinstitutional Needs

The Cotunket City Unified School District is 710 square miles, with an annual budget of over $800,000,000. A program which trains ten, or one hundred, or one thousand staff members would have limited impact. The

University of Catawba at Cotunket is in suburban-like Westwood, bordered by wealthy residential areas. A program which would recruit ten, or one hundred, or one thousand part-time graduate students would have limited impact. Yet the planners at both institutions articulate a need for substantial change in their institutions. The Superintendent of Area K stated the needs clearly:

> "The major problems in Cotunket are the same as they are anywhere, and they are something like this:
>
> 1. We have not found a way to close the gap between the effectiveness of education for poor and minority people and that of upper middle and suburban people. And we don't show any promise of closing the gap. We're still doing what we were doing long years ago.
>
> 2. We have a large bureaucratic structure within which it is difficult to bring about effective education for all students. That lends itself to a major constraint to improving urban education. Along with this we have always had this enormous constriction of finances - at the State level - categorical level - which still has not served the purpose for which it was intended, and local taxpayers, not willing to pay for education."

These needs in the district parallel those in the University. The Vice Chancellor of Academic Programs at UCC, Dr. Felix Ungar, who is also an instructor in the Urban Educational Policy and Planning Program, stated those needs with equal clarity:

> "I think it is a necessary program to bring initial changes in the University - particularly in the way it serves the community.
>
> When I look at all the special programs for minority kids - they have always been done as an appendage to the University, not attached to the mainstream, tying in professors and other resources, which would allow for change within the University. I see this program as a step in that direction.
>
> We should be very realistic of where we want to go and how we are going to get there. I see this program as having impact in several places:
>
> 1. In designing a new relationship with the school system.
>
> 2. In forcing the School of Education to examine its own priorities, to make room for programs addressed to the problems of local schools.

3. In forcing the School of Education to see the educational needs of the community as a concern of the entire university.

These needs demonstrate where the program came from and where its planners hope it will impact. The university has its own needs for internal change, and those needs require links with institutions outside, independent, and responsive to other issues. The school system also has a set of needs, and to act on those needs the system must seek strong links with other institutions. 33

The ways the project is responding to these needs is best illustrated by a description of the substance and nature of its three component subprograms.

Pre-Service Program

In Pound Elementary School (83% black, 13% Spanish-speaking), in Richland Hills and a feeder school to Richland Hills High School, Carol Kiparsky, a pre-service intern working as assistant to the principal for three weeks, initiated a series of electives in the upper elementary grades. In Ramsay Street School (85% Chicano and black), also in the Richland Hills complex, Gertrude Leinen, another pre-service intern, has completed an inventory of compensatory education materials and discovered most materials in an unused closet. In Glover Boulevard Elementary School (73% Chicano), Rose Dumont, in the course of preparing publicity about the school, has reviewed the activities of all the teachers and helped them prepare statements about their most creative or successful projects.

The strategies used by these pre-service interns reflect their previous experience, before joining the project. Carol Kiparsky was a curriculum coordinator, with seven years of teaching experience; Gertrude Leinen was a teacher for seven years, two of which were spent in another school in the Richland Hills complex; and Rose Dumont, a teacher for nine years, had also worked in public relations and social work. This reflects a design of the project: select for strategists, those who

have proven ability to work in schools independently and creatively. 30

As a deliberate policy, the Pre-Service Program Head (J. B. Johnson) 31
and his staff chose the pre-service interns to achieve credibility within the system. He explained his decision as a strategic move to promote cooperation with the principals and, ultimately, the district, as well as a way to ensure the cooperation, or at least avoid confrontation, with the principals' associations. Yet the policy, as the program head and some participants readily note, runs the risk of selecting participants who would, over time and without a special program move into the same slots which this program is designed to open. Yet this risk is well known - to the Program Head, to the University, to the district, as well as to the interns themselves. Perhaps it is because of this knowledge that the interns are effective in making incremental changes, slight but significant impacts on their schools, although they operate well within the rules and procedures established as district and Area policy. And 32
perhaps this is the reason that the mission, or energy, or change strategy, is most apparent in their daily operations.

This remains a major contention within the project: how close to acceptable by regular channels can the project become, yet maintain its innovativeness or its goals for changing the schools. Several of the Staff Associates, participants in the first year's project, argue strongly that the three year project represents a retreat, a withdrawl from any confrontation with the school district before that confrontation becomes apparent. Such a direction is also reflected in the three year project's withdrawal from community organizing, or supporting the organized community in Area K. To return to an earlier example, one intern noted a teacher of a special 18
class who, although with a 90% Spanish-speaking group of students, does not speak Spanish; another noted that she is the only Black administrator or semi-administrator, in a predominantly Black school, and a third, assigned to opening the mail and distributing publicity, is well aware of the superficial triviality of her assignments. Yet none have confronted the major issues in their schools, head on.

In each of these examples, the interns chose to accept conditions which are opposite to their knowledge of what their role is supposed to be. They explain such an acceptance in terms of "practicality", "pragmatism", or "survival". Yet the disparity between expectations and reality, between the designed role for administrative intern and, on occasion, assistant secretary to an overworked principal, has generated a tension within the project. Some participants argue that such acceptance is what the project is designed to attack. Others claim that the project is designed to defuse opposition before problems arise. 18

In expressing such a polarity the complexity of each person's position gets lost. In fact, the staff, participants, director and assistants, and those in the school system each approach this polarity with slightly different agendas. The Director is committed to, among other goals, a goal of cooperating with the district. His staff has a similar commitment. Because of a similar orientation in the leadership of the Area, this goal is possible. Yet the Area's goals must be distinguished from the goals of the interns for the difference is very significant. 33 21 34 22 24 23 16

The Area leadership is new, appointed only in the spring of 1971. Lloyd Tutt acknowledged that to a significant extent decentralization has not yet become visible to local schools, principals, and parents. It seems imperative that the leadership of Area K must, just as the university must, develop the confidence of that local leadership. Therefore, although the university and the Area leadership may cooperate effectively - to develop this and other programs, to place and supervise interns, and to select, train, and provide assistance to a variety of trainees - neither group has been working for very long in the schools in this particular area,[1] and both are particularly eager to establish their visibility, credibility, and responsiveness.

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[1]Some individuals, for example, Fred Perrette, in fact were brought up in the neighborhoods now in Area K, and have long familiarity with the community, issues, and some of the personnel. Yet, in general, neither the Area K administrative staff nor the university have been involved in that particular area of the city for more than a year.

Interns, placed as trainees but in fact working as linking agents for those joint goals of the project's planners, have not the leverage to act directly on those goals. Pre-service interns particularly recognize that the potential opposition to those goals could bar them from the very administrative positions for which they are in training. Such a "Catch-22" situation - work for change, but if you change anything you won't work - requires the kind of strategies they exhibit.

Besides cooperation with the district, the stated goal of the project is to work within the district's system of promotion, occupational job categories, and ongoing staff development planning. In discussing the placement of the pre-service program's graduates this is amply illustrated. Project literature, its staff and director at UCC, and its coordinators in the district are all very careful in explicitly denying that this is a "special program with any special advantage in placement of school administrators". They attribute their care to the politics surrounding "3046" appointments.

The emergence of minorities in school politics - through desegregation suits, demonstrations for student rights and parent participation, and the establishment of the minority commissions (discussed later in this report) - resulted in the School Board's creation of alternative routes to school administration. In July, 1971, the Board published "An Analysis of the Administrative Promotional Procedure: Board Rule 3045." That report noted "areas of growing discontent" which were "easily identifiable," and recommended significant change in the traditional promotion procedure. At the same time, the Board established yet another promotional procedure, namely of promoting "specially qualified" candidates, out of order, to fill particular principal slots. This procedure, Rule 3046, has been used to promote minority principals for inner city schools.

Despite these precautions graduates would seem to have, in fact, a real advantage. The Head of the Pre-Service Program recognizes this potential loop: if there are no special arrangements to place graduates, the program will not be fulfilling its mission, and will be but another

training program duplicating, with some additional elaborations, existing training programs. If, on the other hand, special appointments are the deliberate goal of the program it will not have the credibility in the University to become institutionalized after funding, and not have credibility in the district to assure its graduates of full authority and respect. In order to somehow find a balance, the program is designed to give special advantages to its graduates through following to the letter the rules established by the district.

The current rule on promotion into vice-principalships - Rule 3045 - requires candidates to (1) meet state standards and have a state administrator's certificate; (2) pass a written test; (3) pass an oral test before a Board of Examiners; and (4) present written evaluation of their potential by all the principals under whom they have served in the Cotunket district.

To each of these existing criteria, the project has a specific response. Completion of course work at UCC, in addition to the required three years' teaching experience, will assure graduates of meeting the first requirement. The written test is under review, and, according to one prominent principal and Mayer, Coordinator of Federal Programs in the LEA, may well be dropped in the next few months. The oral test is important, difficult, but is very dependent on the members of the Board of Examiners, who are largely experienced principals. They base their examination on their experience and on other principals' recommendations. Thus, the recommendations of current principals in the system become all-important. The pre-service participants recognize this, and noted it several times; the district coordinators also recognize it, as does the University. Most important, the supervising principals, under whom the pre-service participants are now interning, recognize their role in recommending the ultimate placement of the interns.

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Although the other components of the overall program were not, according to the Director, designed to provide specific support for the placement of the pre-service candidates, those other components do provide

such support. With an in-service program for current principals and vice-principals, working in the Area in which the interns are working, often with the principals under whom they are working, those interns are more or less assured that their orientation, their goals, and their strategies for change will at least be known if not actively supported by their supervisor. And that supervisor's recommendation is critical. With the staff development program also in that Area, actively supported by the District, the credibility of the degree and UCLC input will be assured with the Board of Examiners, who have personal friendships with many of the principals participating in that particular program.

The three elements of the program work together and work to bring the goals of each participating institution and most participating trainees into alignment. In bringing those goals together the program does not assure any of its cooperating institutions or individuals that that cooperation means a significant weakening of any of their authority or autonomy. Such a strategy illustrates the overall direction of the project: development of congruent goals rather than confrontation between contending goals. It also highlights why and how cooperation has been achieved, and the limits to that cooperation. 30

It is in the way the pre-service interns are helped in dealing with the general question of placement, and in the specific context of Area K, which best focuses on the political-academic reality of the project.

Another school in Area K, with 91.6% Black students and 6.1% Chicano students, is led by a new principal, white, and an experienced vice-principal, also white. The most significant issue in that school is whether or not corporal punishment will be continued. The principal, unsure of his reasons, feels that physical discipline is no longer appropriate. The vice-principal, with the overconfidence born of limited knowledge and extensive experience, feels that physical discipline is necessary. In making his case, the vice-principal cites "community pressure" in favor of corporal punishment. He notes that parents want him to treat their children as they themselves treat them, and that

punishment, with paddles, is, to parents in the community, a means of communicating discipline and a way to achieve eventual social mobility.

This debate between principal and vice-principal leaves the new principal, with no strong ties to parents or community organizations, unable to cite either research or more reflective community members, without a means of enforcing or even making a firm decision. The debate is occurring in the context of a district-wide movement to abolish corporal punishment, which has almost won School Board support and is expected to pass in the near future. Also in the context is Area K's leaders, who strongly disapprove of corporal punishment in general but are unable to enforce such a position. Finally, the context also is shadowed by the inter-racial tension, and the possibility that such tension may give way to action.

The new principal, as educational leader, is the focus of these contexts. It must be his decision, supported by the district, the parents, the community, and, if possible, the teachers, to abolish corporal punishment. If he were Black or Chicano his leadership role might be easier; if he were trained in school district policy and planning, he might document and shore up that role; if he had links to the community, links to a university, or links to other principals, he might be more daring. Without such links, acting in what he perceives as a vacuum, alone and without data or politics to support him, he cannot make a decision.

One of the principal goals of the Education Leadership Program in 29
Cotunket is to provide people who can make such decisions. The problems with the program are in negotiating how such people will, can, or may eventually fit into the system. The Richland Hills complex, where all intern placements take place, has at least three former presidents of the Elementary Principals' Association and, besides representing a diversity of minorities in its student body, it also represents significant political power with at least one association. This kind of political power is important to the interns, and to the program's goal of institutional change.

In-Service Staff Development Program

In developing an Area K plan for staff development, and supporting that plan with funds from the program and assistance from staff and trainees, the project is cooperating with local administrator associations in areas where that cooperation will not threaten the change-orientation of the project. Stated another way, this form of cooperation is another example of the overall strategy: seeking points at which essentially different institutional perspectives have much in common.

In discussions with two principals in the Area, both former presidents of the Elementary School Administrators' Association, both supervising pre-service interns, and both on the steering committee of the in-service component of the program, the similarities between program goals and assocation goals stood out. Both groups want to give added power to local school administrators, enable them to relate more effectively with city-wide agencies and community groups, to deal more humanely with teachers and students, and to transcend racism in such a manner that it will be substantiated by their relationships with community groups.

Differences between local administrators association and the project remain, however, even if they are not openly discussed by the principals. The project seeks to move more individuals whose professional experiences and/or life styles are akin to the inner-city in principalships in inner-city schools. To a certain extent this threatens the existing principals, particularly when minority candidates may displace a principal's favorite white candidates. The project, albeit obliquely, seeks to make the promotion system in the district more responsive to community needs in terms of race, ethnicity, and community development skills. It seeks to change the kind of instruction which goes on in schools, through making teachers more responsive to community pressures and providing a form and level of advocacy not previously considered a function of a school administrator. The fact that these differences are known to both groups does not, however, require a confrontation.

There appear to be three, possibly four, distinct staff development efforts going on at the same time in Area K. The Leadership program is sponsoring one task force, or "steering committee, " which will deal primarily with in-service training related to or resulting from the administrator training efforts now operating.

This task force is made up of appointed members from the Area, primarily prominent principals in and out of the Richland Hills complex. Staff to the task force consists of a number of the Staff Associates, or second year participants, as well as the Program Coordinator in the Area, Fred Perrette. That task force also brought in a consultant, to help specify what kinds of needs appeared from a preliminary needs assessment which was the first activity of the group.

Concurrently, the Richland Hills complex is planning a staff development project. The complex consists of the elementary and intermediate schools which more or less feed into Richland Hills High School, and is managed through a steering committee of the principals of the schools. The committee has planned a few in-service workshops, using staff from Richland Hills High School to direct more specific activities for other staff members. The organization of the complex into such a committee, its movement into staff development, and the kinds of problems addressed have all occurred concurrently with program efforts. The program may or may not have caused such a movement, but it certainly parallels and supports the direction and orientation sponsored by the program.

In addition to the staff development efforts of the program, and the complex, the central offices of the district are planning staff development programs, as are the various Administrator Associations, both the local chapters and their national and state-wide analogues. Mr. Mayer, Coordinator of Federal Programs, for example, noted that the first cut from the city-wide budget were the supervisory staff, who had neither administrative nor teaching responsibilities. Cotunket had, in the past, an extensive in-service program, as well as an extensive staff of subject area specialists available to teachers. Now neither exists, and the needs for both has become a stated priority, for which no funds are

presently available. Leading principals of the elementary association stated the same need, but indicated that the associations' local chapters were developing small workshops to meet that need. Such workshops had, in fact, been held in the recent past, dealing with budgeting, management of tasks, evaluation, and other intra-school administrative issues.

Intriguingly, there is a progression in the kinds of in-service and staff development activities planned by these different groups. The staff development sponsored by the Leadership Program identified the dual "needs" of improved community relations and improved teacher relations as their priorities, and have planned weekend workshops and onsite experiences for principals of Area K to discuss the first issue. Plans include the possibility, pending the success of the initial workshop of sponsoring a second meeting to deal with teacher-principal problems.

The needs were assessed by the principals themselves, and they were assisted but not directed by staff from UCC, the interns, and the Staff Associates. The Area K leadership is concerned with staff development of teachers and para-professionals and is attempting to fit the program's staff development of administrators into a larger framework. These Area K priorities seem to stem from the background of the administrators involved, their work on the District's Staff Development Task Force, and their interest in having broader impact on the newly constituted Area.

The complex's staff development project deals primarily with student and parent relations, analogous but more focused than the program's orientation. The district's project is still unformed, but clearly is awaiting information from funding sources as to which direction it might move. And the Associations' project deals exclusively with management issues, regardless of the problems of individual schools or principals.

It would be wrong to expect that staff development activities sponsored by the Leadership Program are more concerned with community relations because of a program orientation, yet that concern is there expressed. Most probably community relations have priority because of the kinds of problems encountered by the steering committee's members: white principals in Chicano and Black schools; minority administrators

over white principals and vice versa; active community pressure for increased control; and the advent of school-community advisory councils for every school in Cotunket.

Mid-Career Program (generally referred to as Experienced Administrator Program)

Designed originally to complement the pre-service program and place interns under principals who were also participating in the UCC training, this aspect of the mid-career program has lost much of its initial intent. Mid-career participants were recruited initially from Area K to attend UCC one day a week, receive graduate (general doctoral) credit for their attendance, and translate that training to on-the-job situations.

The first problem which became apparent was that the training remained future-oriented. In other words, planning did not relate to the day to day operation of any single school, and participants felt that the curriculum was "irrelevant" - scholarly, but not useful. In the context of the policy part of the curriculum, they continued to wrangle about what might be in fact most useful. This may be attributable to the contextual nature - the socio-political environment; pressures on schools to reform; and the uncertainty of a rapidly changing urban society. 29

Their differences were results of the differences in the schools in which they were working, and the newness of Area K. That is, they were recruited from an "area" which, in fact, did not exist a year prior to their recruitments. Rather than from one complex, one neighborhood, one ethnic or racial group, or one issue-oriented group, they came from a variety of schools, with different problems and different clients. By recruiting only from Area K, and recruiting only principals and vice-principals, the "pool" from which those admitted were drawn was only twice the size of the size of the eventual number or recruits - eleven recruits from about twenty-five applicants. Furthermore, the orientation of the program to urban education had limited relevance to a proportion of this pool: of 11 fellows, 9 were white, and several came from schools

which, in other districts, would be considered suburban.

The dual issues of recruitment and curriculum relevance have kept the mid-career program from developing much identity. Attacked by the Staff Associates as a cheap doctorate, and by the interns as an unselective opening to conservative staff members, the program has remained a part-time fellowship.[2] When the district settled on the Richland Hills complex as the central target, the point of the mid-career program - to provide a concentrated support for the pre-service trainees in bringing about change in the course of their internships - was lost. That point had been stressed as one of the selling points in recruiting participants to the mid-career program, and they felt alienated.

Context: Richland Hills complex and Area K

Area K includes a very wide range of schools and communities, from poor and minority to wealthy, suburban, and Anglo. The complexes represent distorted versions of the same mix with different balances in each complex. The Richland Hills complex is skewed, significantly, by a heavy proportion of Chicano and Black students, but still includes large numbers of Anglo students, and a heavy preponderance of Anglo teachers and administrators. All of Area K lies within the topographical limits of Richland Hills.

Most of the schools in the complex are relatively new - built within the past fifteen years - and serve recent extensions of Cotunket. Change has been an orientation under which the schools were constructed and the staff and administration of those schools have remained substantial maintainers of continuity in a context rapidly changing, demographically, racially, economically, and socially from suburb to inner city. The transition from urban to inner city is incomplete, yet it is well along, given the degree of difference perceived by older teachers and administrators. For example, the principal of the Glover Boulevard School was the first

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[2] Selection from Area K exclusively the 1st year (of the 3 year project) and from inner city schools on a district-wide basis for the 2nd and 3rd years was part of a strategy to build a binding relationship with Area K. This recommendation was made by Cotunket officials.

administrator of that school - fifteen years ago - and even has one of the buildings on the campus named for her. When that school began, it was in the suburbs. It looks the same as it did then, but the students are different. It now has 52% of its students classed as "transient," 75% as minority, with a 36th percentile rating in its first grade reading program. It is participating in the Richland Hills State College TTT project, the Leadership Project, Title I, and several other local projects. With a principal near retirement, a vice-principal more concerned with discipline than curriculum or community relations, it typified the target school of this, and most other federal projects, and is near the extreme of the target schools within the complex.

The principal of the Richland Hills High School, Mr. Ricardo Echevarria, is also a member of BEPD advisory committees, former executive secretary of the Mexican-American Commission of the Cotunket schools, and is now a "3046" special appointment principal. The coordinator of the project, Mr. Perrette, was brought up in the area, attended that high school, and is a leading participant in the area planning meetings. Of all complexes in the Area, the Richland Hills complex has been most subject to minority pressures. Although the guidelines would have been fulfilled with the specification of Area K, it is a logical extension for that Area to designate a more focused target.

The effects of the district's strategy in choosing the Richland Hills complex are manifold. Although the program, as a program, has maintained a low visibility in most of the Area, in working with a specific cluster it has superimposed a network of intra-program communications - among the interns - over an emerging communications network of the principals in the complex. Thus it may have accelerated the kind of inter-school communication deliberately planned by the district as a result of decentralization. Prior to the development of the twelve Areas, the district had done little to develop such communication networks. It would seem that this pattern is being encouraged in Area K, and that the Richland Hills complex is the prototype, and, finally, the project is complementing and accelerating that strategy.

The strategy itself is not hierarchical. In other words, it is not the high school which pulls the schools together into a complex. The Complex Committee of Principals is chaired by Arch Stoner, principal of Robards Elementary School, and former president of the Elementary School Principals' Association in Cotunket.[3] It would seem that credibility, ability to work within the political structure of school middle management, and incremental but structural change in that management are the goals of the district.

Context: UCC

As noted above, the Vice Chancellor, Dr. Felix Unger, is interested in the project for what changes it might bring in the University internally. To those ends, at first it would seem that those changes are slight. New courses are being offered, and new recruits are being admitted, but such change comes to any institution. The presence of federal funds does not seem to have made changes substantially "innovative" in an institution where the rationale and assumptions underlying "new courses," "new sequences," "new materials and media," "new practicum," "new recruitment and selection strategies," "new attempts at on-going evaluation," seem substantially creative and certainly do not seem inevitable.

The reasons for an apparent gradualism are complex. Dr. Pierson's duties have grown in the course of the project: his membership on tenure committees, on admissions committees, on doctoral committees, in policy meetings, as well as on several national committees, continue to drain his time and energy from his priority tasks. This drain is noted by his staff and the participants in the program, as well as by Pierson himself. And, because of these demands, the additional energy required for the program, his active direction of the mid-career component, and his visibility and responsibility to the school district must come out of a passion and commitment. While such a variety of tasks do give the program

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[3] He has since left this school (predominantly Black) and a Black administrator in the program has replaced him.

credibility, visibility, and a sense of urgency, the fact that leverage comes with such an over-extension tends to reduce the kind of input he would like to make into the very substance of what he is giving leverage to.

Dean Temple, as Program Coordinator for the pre-service program, is also split in a number of directions: his duties as Assistant Dean during the first year of the 3 year project has taken up much of his time. He resigned from that position in June, 1972. The pre-service program takes additional time in the field as well as in class. Dean Temple was assisted by a Cotunket vice principal who has been hired as a full-time adjunct professor in monitoring the internship and in teaching and monitoring, and whose doctoral dissertation involved an indepth evaluation of the internship program. Mrs. Annabel Percy, as the other Associate Director, is a doctoral candidate and instructor. She has the rank of Acting Assistant Professor. To supplement this leadership, three staff members are attached to the project on a part time basis. Vice Chancellor Unger certainly adds some university-wide visibility, and with a background in business administration adds the credibility of an interdisciplinary approach. Dr. Solero, as coordinator of Mexican affairs and a tenured faculty member of the School of Education also adds credibility and visibilty. And Dr. Joseph Griffin has more than sufficient theoretical background and publications to support the intellectual claims of a program with heavy practicum. Finally, the program does have the active support of Dean Housman and of the Associate Dean acting while Housman is on leave. Such support will assure that the program will continue, but will not assure it of broader impact.

The limits on this impact appear to be external to the program itself. As has the district, the program in the university has recruited "powers" of the university feudal system. Yet the limitations of that strategy appear to be stronger within the university than they are within the school system.

The most visible impact on the university which could be readily attributed to the project is within the specialization in administrative studies of which Pierson was for a time Chairman. This specialization seems

most to feel the competition of the UEPP specialization. The role of the administrative studies specialization and of the UEPP specialization, in the School of Education is roughly parallel. The administrative studies specialization has, as in the past, offered a graduate program in administration for full and part-time students which yielded a degree in partial fulfillment of the state requirements for an administrative credential. However, it serves a broader constituency than the UEPP specialization and may be distinguished from UEPP by its functional, rather than process, orientation.

The School of Education is under a university sponsored school wide 33
evaluation this year. A recommendation to consolidate departments, programs, and special efforts were made by a committee. There seems to be a move to consolidate these gains and to reconstitute the organization of the school. In this move, the Specialization in Administrative Studies has played a unique role vis-a-vis this special program, the Specialization in Urban Educational Policy and Planning.

At first those in the UEPP project felt attacked as a "Political 5
Science" specialization with little relevance to the "how to do it" emphasis 6
in educational administration. Whether or not this attack was actually framed in those terms and formally presented is irrelevant: the participants, staff, Director, and associate directors perceived this attack as a significant response in the school. In turn, they responded by re-phrasing their direction, highlighting the UEPP project's academic substance, its new courses and readings, defining its emphasis on minorities within the context of a heterogeneous student body concerned with inner-city schools, and stressing its orientation to urban problems in general. They also promoted its national significance, the role of Pierson in several national associations, and its credibility to a larger public than UCC. In short, they recast their program's description to use the same terms they perceived from the regular department.

This recasting had two effects. First, it formulated an internal posture which was inconsistent with the goals of the project - by casting its concern with minorities in lower profile and restating that concern in

terms of urban problems the project merely obscured the point it was trying to make. Although no decisions were reached on this basis, such tactics contributed to curricular confusion of objectives among some participants and yielded some of the tensions reported elsewhere in this report.

The second effect was to accommodate the opposition, to mitigate and de-fuse confrontation. Rather than maintain its initial direction of bringing in new leadership to the school system, primarily minority member leadership, in developing a second project, for a three year scope, the staff expanded the academic framework adding targets and groups - with staff development planning and inservice training - and exposing participants to a wider range of scholarly resources. The specialization broadened its role in the course of the internship; moved from a doctorate to a master's degree, and from a curriculum with a single discipline - education - to a program involving a number of selected university departments. These changes, while they may have been results of a number of different forces operating in the planning of the second year, managed to provide effective autonomy within the School of Education. Some of the administrative staff and some participants in the three year project then sensed that that project might be absorbed by the Specialization in Administrative Studies. That specialization still describes the two programs as very similar: both with a large number of part-time degree candidates, an orientation to experienced teachers, a prime employer in Cotunket, and an overwhelming emphasis on policy and planning. Faced with this orientation, the program stressed its "urban" emphasis: its focus on large systems in terms of policy, and on urban and changing systems in terms of planning. Great differences exist or the school would not have approved the specialization; also the UCC Academic Senate would have ordered a consolidation during its review. UEPP and Administrative Studies are two distinct specializations with different emphases in curricula, recruitment and selection, and practicum experiences.

The program also maintained its identity through its relationship to the Cotunket schools - both the schools and the university had to submit the proposal jointly, with joint sign-off on any proposal changes.

Because the traditional specialization (Administrative Studies) had different links to the District, and for other reasons which are not immediately apparent, the program's identity was maintained. Since several central office staff were former students in administrative studies, the basis of weakness seems to be twofold: 1. lack of activity on the part of the faculty, and 2. a commitment broader than an urban emphasis.

Occupational Roles and Job Focus of the Pre-Service Program

The pre-service program has a specific focus on one job level within the school system - the vice principal - and one set of skills necessary to fulfill that job - urban educational administration within the confines of the Cotunket system. The pre-service program has no contact with teacher education; little relationship with other schools within the university; slight interest in other positions in Cotunket, and only nascent links with systems outside of Cotunket.

This focus is a part of the polarity described earlier in terms of the trainees. That polarity appeared primarily among the Staff Associates, who entered under the first year project which was markedly different than the federal guidelines and proposal for the subsequent three year project. Among the Master's candidates - those currently who are interns - the discrepancy is slightly skewed. Whether the program is training participants to change schools, or to get jobs in schools where change is necessary is one phrasing of the question. Some interns question the wisdom of job training as a means of institutional change; others question the wisdom of institutional change as a means of job training.

The focus on the role of vice-principal has emerged from the internships and the preliminary negotiations with the school district. Promotion into full principal power occurs only after the service as vice-principal, or under the special "3046" appointments. Because the program specifically chose not to confront this pattern, and to avoid publicly training "3046" appointees, it was inevitable that the jobs for which its trainees would aspire would be vice-principal.

This job orientation is in sharp contrast to the prototype of the

first year of the program. By deciding not to confront the promotion system, and to avoid the alternative "3046" appointment system, and finally, to follow the state rules on certification requiring three years of teaching experience, the pre-service project focused its efforts on a few job levels - principal and vice-principal, and associated staff positions at the same level - and recruited pre-service trainees who, among an array of leadership qualifications could, with a certificate, fill those jobs. Most important, in recruiting trainees who could fill those jobs, the project recruited trainees who were willing to or wanted to fill those jobs. It is on this point which the Staff Associates, recruited essentially for a different purpose, argue with the plans. All Staff Associates with prior school experience are seeking, or have already acquired, positions as vice-principals in Cotunket.

Their argument, phrased by many if not all Staff Associates, is based on the implicit irrelevance of training for those who could, in time, be placed without special training. Vice-principalships in inner city schools do not attract massive numbers of applicants. The job has traditionally been that of disciplinarian, with little or no responsibilities other than those delegated by individual principals. With the increasing influence of the teachers' union, even the role of disciplinarian is seen, by actors in the field as well as by the Staff Associates, as increasingly irrelevant. Such a role is so circumscribed that it allows candidates limited hope for changing schools directly, and only a rather long apprenticeship, after which they may or may not actually manage a school.

On the other hand, it seemed to be the role most open to trainees with no administrative experience. (Several of last year's students, however, were placed as Directors or other staff positions on special central office programs dealing with inner-city schools.)

The optimism of the first semester's course work at UCC, dealing with such issues as long term planning and student mobility, the culture of schools and organizational development training, and urban politics and bureaucratic organizations, seems a long way from Pound Street Elementary School with a high percentage of welfare families, or Ashdown Street

Elementary School with the central concern of corporal punishment filling the time and energy of the principal and vice-principal. The dissonance has struck the interns, and the program is perhaps more split on this issue than on any other.

In the Area K office, Dean Temple met with his weekly seminar of pre-service interns. The seminar regularly met at UCC, but, because speakers were due to talk about teacher grievance procedures and the role of principals and vice-principals, and about how to get a principal's recommendation for the Cotunket vice-principal's examination, the meeting was moved to the Area. Because of these speakers the issue was not resolved. Because of the issue, the seminar had, in the opinion of Temple, and a number of the interns, moved to a new level.

The strategy of non-confrontation had been deliberately designed to provide a setting within the curriculum - sheltered from the politics of cooperation and the strategies for institutional change - wherein confrontation could take place. Although the staff describes such a decision as deliberate, the interns and some of the mid-career participants express a different feeling. They fear that the job orientation has become dominant, in the minds of the staff, of the district, and, in part, of their peers, and that the strategies for change which they are inventing and attempting do not have the full suport of their teachers. This may be the insecurity of learning, or it may be a message intended by the staff, but in any case it increases the tension within the project.

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Curriculum

At a number of points the line between style and strategy breaks down. The project has, as has been documented, a number of implicit and explicit strategic considerations but the instructors also have a number of stylistic traits which complement the overall strategy. These traits are best demonstrated in a description of the kind of curriculum and the process of instruction which forms a large part of the university's contribution to the cooperative project.

One example of the kind of direction of curriculum development is

the course taught by Dr. Joseph Griffin. The course is designed for mid-career and pre-service participants, as well as for those students who are engaged in the UEPP specialization as degree candidates, but not on fellowships in the Leadership Development Project. It deals with planning issues as distinct from policy analysis. Griffin is a consultant in operations research and the course covers the range of applied statistics and operations research which could conceivably apply to school administration. Possibly because of resources provided by the project, and because the course is open to non-project students, he has been able to develop a comprehensive backlog of materials which complement the substance of the classes. For example, for each class he has a slide-tape presentation which, after discussion and review with the group, he then deposits on reserve in the university library. These presentations then represent references to be used in the course of preparing term papers, using real data from activities in the project schools.

Such a design signifies both the strength and weakness of the curriculum. It is clearly intended to apply to activities ongoing in the schools, and this is strongly appreciated by the more academically oriented pre-service interns. Yet the mid-career trainees, unused to dealing with data in manageable formats, caught by tradition in ad hoc managerial duties, and either by their perception or by the expectations of the school system isolated from long range planning tasks and responsibilities, find the course onerous, only occasionally relevant, and "too much work." When some trainees do encounter significant information, and do manage the formatting and analysis, they find that their position is not strong enough - or high enough - to make the data persuasive. For example, one concluded, based on demographic data from the Area office, that a specific number of minority administrators would be necessary to maintain district guidelines by 1975. He did not feel comfortable presenting the data directly, and made a weak presentation to his superintendent. He did not feel comfortable, or welcomed by Griffin in redesigning the format to make the data more persuasive, and has yet to make his case.

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Part of this difficulty is in the approach taken in such courses -

ostensibly academic, scholarly, and value-free. Part may be the traditions of the system. Griffin's approach, more aggressively student-oriented than most, includes an openness to students in small or individual sessions. Yet that is not sufficient. The university is still viewed as "value-free expertise," with only a few soft spots open to the more value-laden questions of equal education, minority rights, and humane schools.

It would seem that those who have long and intimate contact with the school system, in a variety of roles - consultant, administrator, teacher, trainer of teachers, subject specialist - have a sense that the university is useful for mobility upward, but that the expertise available there is relatively superficial, unrelated to the "real job," and isolated from "front line experience." Along these lines many participants are discouraged that the program has not made any real efforts to tap their experiences and operational expertise to fill this gap. In a meeting held by Annabel Percy to elicit suggestions for curriculum development, this issue was poignantly raised by mid-career students. As one student remarked:

> "I don't see any program...as...we expected...coming out of here which addresses itself specifically to Area K. I feel the University would be glad if we just remained quiet. We thought we would be instrumental in bridging the gap between practioners and theoreticians, but there is no real plan to use Area K, for example, as a laboratory to help them develop more relevant educational methods. I get the feeling that UCC doesn't need us; it was only lip service."

It also seems that, no matter what the staff of the project in fact do, particularly among mid-career participants, this perception may be pervasive.

Conclusion

The increasing emphasis on policy and on pragmatism suggest that the students' message is getting through. This does not mean that the project's academic input is any weaker, but rather that the balance is pressing toward a more intensive experience in both fields. The kind of support for interns in the schools - ranging from visits, to classes in

the district office to increased participation of the unfunded principals in the context of the in-service component of the project - suggest that the pragmatic approach is growing in scope and intensity. The academic approach is structurally intrinsic to the unversity base, cannot be weakened without destroying the credibility the project has with other departments, and, therefore, is also becoming more intense.

The cooperation which characterizes the program's top level, and which facilitates a variety of activities for both institutions, includes a mutual awareness of the same problems. Dean Temple explains that the kind of skills necessary for the interns' survival and eventual impact could only be gained through confronting real problems, and that the setting - the program itself - is intended to encourage such a reality test. Dr. Lloyd Tutt, at the superintendent's level, is also aware of this approach, of the intent to present problems in a context where future administrators may deal with them with some safety, and of the kinds of intrapersonal skills required to so deal. Yet the fact that the problem of academic vs. pragmatic change strategies was anticipated does not mitigate its impact on the trainees, on the staff, and on the schools in which it is apparent.

In the Ramsay Street School, the principal, Mr. Andrew Matheson, described the goals he has for the school and the kinds of programs he would like to offer. More "openness," some open classrooms, full parent and community participation, students developing their own curriculum, teachers working with parents and other teachers in teams, all were raised in conversation. His intern, having just reviewed the unused equipment, the subjugation of Spanish-speaking students, the isolation of independent classrooms, the lack of communication with other teachers, and an advisory committee which consisted exclusively of paid para-professionals, was astonished.

If nothing else, the project seems designed to open eyes, to deal with such astonishment, and to provide settings in which new administrators will have tried to work out some problems before they become responsible for new ones. In such a way the project is designed less to change schools

directly, than to accredit those who will change schools hereafter. If change occurs in the course of such an accreditation process, the district and the university will eagerly capitalize on it; if little change occurs until after the interns are placed, the institutions will move more directly. In essence, the project is having an impact on the District - together with other efforts such as Title I, decentralization, community advisory boards, personnel changes and assignments. There seens to be a "new" air of change. It may not be a hurricane, but it is more than a breeze.

A STUDY OF THE

EDWARDIA STATE DEPARTMENT

OF EDUCATION VOCATIONAL EDUCATION PROGRAM

Data Collection and First Draft of this Case Study by:

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EDWARDIA STATE DEPARTMENT OF EDUCATION VOCATIONAL EDUCATION PROGRAM

Introduction

The Vocational Branch of the Bureau of Educational Personnel Development administers two discrete programs, funded under separate sections of the EPDA. This study is limited to activities supported by Section 553, which are funded to State Education Agencies (SEAs) to implement state plans for manpower and staff development in vocational education.

The Edwardia SEA uses these EPDA funds, together with other state and federal funds, to support a coordinated strategy for institutional change in Local Education Agencies (LEAs). In Edwardia the EPDA State Grants program supports ten subprojects. These projects reflect what the SEA managers call their "triangle plan" for causing change in local schools. Briefly, according to this plan the SEA supports curriculum implementation at the local school and requires the staff of the school involved in the project to attend institutes (funded by EPDA) at various Institutions of Higher Education (IHEs) throughout the state. A computerized project fiscal control system has been developed to keep track of the operations of these ten projects, as well as others supported by other funds.

The focus of this case study will be on the grantee's (the SEA's) change strategy and its implications for current and future programs. The individual subprojects, interesting and important in their own right, provide a context for examining the overall SEA and EEPD strategies for planned change.

The State Plan

The sub-projects funded by the State Grant to Edwardia must be seen in the context of the State Plan for Vocational Educational Personnel Development, (VEPD), a part of the total state plan for Vocational Education. A "Leadership Services Unit" was explicitly charged by this plan with the planning and administration of VEPD. The following paragraphs from the plan present the functions and responsibilities of the Unit:

> The Vocational Education Professional Development program will be administered by the Leadership Services Unit within the Vocational Education Division of the Edwardia Department of Education. This unit will provide leadership in the development of plans, projections and specifications for personnel needed in the state and for the development of a system of ordering priorities for personnel needs.

It will also initiate cooperative training programs to meet identified needs and monitor these to insure that the provisions of these agreements are being carried out. Through the Leadership Services Unit the state agency will arrange cooperative agreements with institutions of higher learning, local educational agencies or private non-profit agencies. The responsibilities of the Leadership Services Unit in professional staff development include:

1. determining needs;
2. developing plans to meet needs;
3. arranging cooperative agreements;
4. monitoring to see that agreements are followed;
5. evaluating outcome.

The operations of Leadership Services Unit are directed toward the twelve objectives of the VEPD program. The remainder of this case study will describe some of the techniques and projects utilized by the Unit in meeting these objectives. The objectives, as listed in the 1972 State Plan, are:

1. Establish a system to manage vocational education professional development. 7
2. Provide means through which agencies, institutions and organizations can participate in the planning, development, coordination and evaluation of the vocational education professional development program. 8
3. Provide a continuous means for assessing present and future vocational education professional development needs both as to quantitative and qualitative aspects and coordinate the capabilities of institutions to reconcile differences through a planned program. 29
4. Determine annually which needs can be met through established programs and which will require the development of new training programs.
5. Determine a priority listing of training needs and revise it annually to update the total system.
6. Invite the submittal of detailed plans from public or non-profit private institutions or agencies for meeting designated professional needs as set forth in a "Guideline Prospectus" prepared by the Vocational Education Division.

7. Negotiate cooperative agreements with non-profit private or public institutions or agencies for specific vocational professional development activities including exchange programs, in-service education and short-term institutes. 7

8. Monitor the execution of cooperative agreements through required quarterly progress reports and other appropriate means. 8

9. Evaluate the extent to which the cooperative agreement accomplished designated professional development objectives. 29

10. Evaluate the system of educational professional development to determine the effectiveness and efficiency of the total program.

11. Review and evaluate annually all personnel qualification standards and determine needed modifications.

12. Use professional development funds to the extent possible to bring about redirection in vocational education through vocational teacher education for adequately meeting the vocational education needs of secondary, post-secondary, adult, disadvantaged and handicapped individuals in the state.

Coordinated state level management of personnel development requires the cooperation of other institutions besides the SEA. Specifically, LEAs must support a program and provide the teachers or other educational personnel. IHEs must provide them with the necessary training. This training is designed to meet the needs of the new local level programs that are being implemented throughout the state, usually with state funding (and control). Since all such projects are channelled through the same management at the state level, it is possible to use the "triangle plan" in securing this cooperation. Although the plan and its implications will be discussed in more detail later, a brief explanation seems in order here. The SEA makes a decision to support some kind of vocational education program in the local schools (with their students as the target group). Trained teachers and administrators are required to implement a new program, so the SEA solicits proposals from the IHEs in the state to provide the necessary training. The individual project descriptions which follow will make this relationship clearer.

The LEAs are chosen to participate in the projects by a variety of criteria. However, these issues are not the focus of this case study, and we will not dwell on them except as necessary. The IHEs which provide

Table 1

Criteria for Determining Priority of Professional Development Programs

Subproject	Program does not now exist	Criteria shortage in output of program	Existing teacher education staff lacks capability of providing program	Needed for redirection toward State Vocational Education goals	High degree of impact on vocational education	High degree of impact on vocational teacher education
Preservice/Inservice training for first year teachers		X	X	X	X	X
Inservice training for state staff				X	X	
Consortium for continuation degree program	X	X	X	X	X	X
Inservice training for counselors						
Data processing training institute	X	X	X	X	X	
PECE coordinators		X	X	X	X	
Industrial arts training institute	X	X	X	X	X	X
Career development training for pre-vocational teachers	X	X	X	X	X	X
CVAE training institute	X	X	X	X	X	X
Institutes for administrators	X	X	X	X	X	

training are selected according to the following criteria, from the state plan:

1. They have the personnel or the potential for attracting the personnel competent to perform the task.
2. They have the facilities for supporting resources to draw upon inter-disciplinary staff.
3. They can attract the trainees.
4. They have the willingness to make this activity a continuous part of the teacher education program.

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The state has identified six criteria to determine the priority of a particular program in vocational education personnel development. The ten subprojects funded by EPDA Section 553 funds are described according to these criteria in the preceding table, adapted from the State Plan. When a development need is identified, the appropriate IHE to provide the training is contacted, presented with a prospectus and asked to write a proposal to the state to provide training.

EPDA funds are restricted to personnel development purposes and cannot be used to underwrite any other types of projects that are a part of the State Plan. They can, however, be used to provide training for teachers and administrators in a variety of areas. By coordinating all funds to be used for vocational education development in the state, the SEA can have maximal effect on a school district.

As mentioned previously, the central administrative structure of the Edwardia State Plan, with respect to Section 553, is the Leadership Services Unit. The major function of this unit is to coordinate all curriculum and staff activities supported by the EPDA grant. This includes awarding and administering grants to LEAs and IHEs throughout the state. Dr. Mario Price directs the unit, and he, in turn, is responsible to Dr. Victor Hanson, the director of the Division of Vocational Education (DVE). Dr. Price received his Ph.D from the University of Edwardia and has devoted his entire career to vocational education in the state. He is more than a careful administrator, and takes an active interest in the projects funded through his office. He is deeply involved in the planning of the substantive operations of the Unit.

To facilitate management of a diverse set of projects, the Leadership Services Unit established a computerized management control system that enables state-level management to maintain day-by-day monitoring of a project's expenditures. This system is directed by Mr. James Golden who is, therefore, in direct and daily contact with the operational aspects of all participating projects and serves as liaison with sub-project level staff.

The Edwardia EPDA State Grant is quite different from the other projects in this series of case studies, in that the "project" itself is actually a management agency for ten distinct sub-projects. This is, of course, a result of the Vocational Education Section 553 grant mechanism. Each sub-project has a different staff, different goals and tactics. They are united by the common theme of meeting state manpower and staff development needs in vocational education. For example, some of the training goals of the sub-projects include:

- Providing administrators with an overview of new developments in vocational education;
- Teaching teachers to use new curriculum materials;
- Providing teachers with skills needed to assume new roles in the vocational education system; and
- Enabling new, inexperienced teachers to obtain a Bachelor's degree.

Many of the curriculum oriented projects deeply involve the teachers who will eventually implement the materials developed by the same projects. It should be clear that the emphasis is not on bringing new actors into vocational education although this objective figures in a few sub-projects. Upgrading the skills of existing actors, or providing them with new roles, or both, is the primary concern.

A few remarks on the organization of the projects at the IHE level may be helpful. Eight of the projects are physically located at the University of Edwardia, in that staff are housed there, training sessions are conducted there. Dr. Richard Cooper, Chairman of the Department of Vocational Education of the College of Education, coordinates all projects operating on the Hicksville campus. State funds pay for a full-time bookkeeper located in Dr. Cooper's

offices whose responsibility is project fiscal record-keeping for input into the general computer system. In addition, Dr. Cooper is listed as the project director for two of the sub-projects, although his deputies have most of the day-to-day responsibilities.

As a result of this involvement, Dr. Cooper can comment on the general trends of the projects. He is quite aware of the role of the University in the state plan for vocational education, and agrees with it totally. Dr. Cooper maintains it is the duty of a state university to provide assistance to local communities in the areas in which the university possesses expertise. Some educators believe that a university should only provide services in the form of course work taken for degree credit. However, Dr. Cooper believes that direct technical assistance to local schools and non-credit training institutes are justified because they provide necessary and important services that course work is not always able to provide.

During Dr. Cooper's tenure as chairman, several changes have occurred in the department of Vocational Education. For example, three professionals who were hired last year as project staff have been added to the regular faculty, although they retain their affiliation with the projects. One of last year's most successful institutes is now offered as a regular summer-session course, supported by department funds.

Many projects focus on the teaching of disadvantaged and handicapped children. The state's definition of "disadvantaged" creates some problems. A student is defined as disadvantaged if his scores on a standardized test are more than two years below his age/grade level. Consequently, students cannot be recognized as disadvantaged until the third grade. This situation is judged by many project staff, including Dr. Cooper, as absurd. To define disadvantaged as low achievement is seen by some in Edwardia as describing a symptom of being disadvantaged rather than "disadvantagement" itself. Project staff, as well as local school teachers and administrators, also question the advisability of labeling a child as disadvantaged, especially on the basis of a test score. They fear this labeling may harm his future

chances for achievement. Unfortunately, state and federal aid to schools for many of the projects associated with the projects funded by the 553 grant is based on the number of "D&H" students enrolled. So, despite the staff's reservations, the students must nevertheless be identified and counted.

The following pages describe briefly the origins, content and internal characteristics of the sub-projects funded through the Edwardia State DVE with EPDA funds. Each sub-project stands alone as a separate entity, serving its own target population with its own goals and strategies. However, each also serves another broader function: providing the training services required to implement the state plan for vocational education. These projects were solicited by the state, they were not funded at the request of project staff. Each serves a specific need of the state planners, namely supply of a particular type of professional to LEAs (and other agencies).

SUBPROJECT DESCRIPTIONS

Concentrated Pre-Service and In-Service Training for First-Year Trade, Technical and Health Occupation Teachers

In Edwardia, as in most other states, a vocational teacher is not required to have a Bachelor's degree to begin teaching. Since the state is concerned about the qualifications of all its vocational educators, this project was designed to improve the teaching skills of a group of individuals about to begin their first year of teaching. This sub-project provides undergraduate training towards the Bachelor's degree. It also has a strong research component, similar to that of the consortium sub-project which will be discussed later.

The original director of the sub-project, the late Dr. John Somerset, was succeeded by Dr. Cary Fields, project staff member and Chairman of the Trade and Industrial Education Department. Dr. Field's coordinator, Tobias Wade, has the actual operational responsibility for the project. Mr. Wade was hired as a sub-project staff member, but will join the department faculty next year. This is cited by both the sub-project staff and Dr. Cooper as an impact of the sub-project, although the proposal did state that the sub-project coordinator should be at faculty level. There are also two other staff members at the assistant level, one of whom is a graduate student. They share the responsibility for follow-up field visits to sub-project participants. 1

Trainees are enrolled in the university for the summer session preceding their first year of teaching. Their program includes three professional education courses: Principles and Practice of Teaching Industrial Subjects, Curriculum Planning for Trade and Technical Education, and Educational Psychology. The last is a special section developed by the Educational Psychology Department especially for students in this program - an indication that the university (or at least the School of Education) is responding to the needs of vocational education. With this exception, the other courses are regular departmental offerings of the Vocational Education Department. During the following year, the participants serve an internship, monitored by project staff, in their regular teaching positions. That summer, they take a course entitled, "Teaching the Disadvantaged Adult." It should be remembered that the participants do not have Bachelor's degrees. The degree credits granted by the program are intended to serve as an incentive for their continuing towards the degree, as well as to improve their teaching skills. 4

The sub-project proposal stipulated that the eighty participants should be starting their first year of teaching in vocational education (having come from industry). However, the average teacher participating in the institute had eleven years of experience. Selection of participants was made by the SEA without input from the project staff. This caused some resentment among staff, and is perceived as representative of state level controls in other areas. Such control (or lack of control) problems will be seen in other projects as well. However, the state personnel needs must be kept in mind. 2

The research component of the sub-project called for a control group of 50 teachers also beginning their first year in the classroom and without a Bachelor's degree, matched to members of the experimental group on "relevant variables." The present staff reports that, in Dr. Somerset's original conception, the training provided was almost incidental to the research possibilities. However, their present orientation is much more toward providing training services. 29

The sub-project has been very well received by the LEAs involved. The director proudly displayed a letter from one principal exclaiming how much better a sub-project-trained teacher was than another new teacher in his school who did not have the benefits of such training. This program will be continued under departmental funds in the future; the courses offered (and modified) especially for the sub-project will become a regular part of the University catalogue. However, the institute will be reduced from a 9-week session to a 6-week one, like the regular summer session. There is also a possibility that the internship phase, including the follow-up visits by IHE staff, will be eliminated due to a shortage of funds. Nevertheless, there remains an opportunity for new vocational teachers without the Bachelor's degree to obtain some professional education before they start teaching, a great benefit for them and for their students. 19

Concentrated In-Service Program for State Staff

This sub-project consisted of a series of three-day management seminars conducted during the summer. The sub-project was organized into three institutes, each consisting of two three-day sessions, for each of three levels of vocational education staff.

The principal sub-project staff members were Dr. Stephen Brook, the director, and Mr. Donald Pertz, both associated with the Institute for Government at the University of Edwardia. It is interesting to note how unrelated this particular project is to the rest. Dr. Cooper, who acts as coordinator of all state funded projects at the university, was a participant in one of the institutes. When asked for some details, he remarked that he did not know it was an EPDA sub-project. (This is a modest oversight, since the project's budget from EPDA funds was only $6000 out of over $200,000 channelled through Cooper's office).

Each of the three series of seminars enrolled a different type of participant. One institute was for Edwardia SEA executives and supervisory staff in vocational education; another for lower level state vocational education staff; and the third was for LEA administrators of vocational education programs. The unifying factor was that all participants had positions relating directly to the management and implementation of the state plan.

The actual training provided was a fairly conventional six-day sequence of management training, including such topics as "the nature of management," "organizational dynamics," and "management by objectives." Mr. Pertz has considerable experience in offering such courses to groups of industrial management personnel, and the present project resembled institutes he has conducted in the past.

Such management training is a regular service of the Institute for Government. Thus, the purchase of these services by the state DVE does not represent an innovation, except insofar as DVE and LEA staff are now applying modern management techniques to the operation of their programs. Since virtually all the vocational education administrators in the state were involved in the sub-project, there is little need or likelihood for its being offered again in the near future.

A Consortium Trade and Technical Education Baccalarueate Degree Program Continuation - Martinsburg State College and the University of Edwardia

The history of the consortium project is unique as compared to the other Edwardia EPDA projects offered by the Leadership Services Unit, for a college approached the State Department of Education for a service, rather than vice versa. In this case, Martinsburg State College, a land grant institution and the only Black college receiving a grant from EPDA Section 553 funds in the state of Edwardia, believed strongly that its vocational education division should receive some of these federal/state funds. Martinsburg State College thought they qualified for such funds because: 1) since the college's establishment, it has been serving "disadvantaged" peoples - a major thrust of EPDA funds; 2) there was in operation a program in vocational education with a variety of resources and facilities available; 3) Black people comprise a significant portion of Edwardia's population and therefore should not be excluded from federal funds. The Chairman of the Division of Technical Sciences at the Institution made these reasons known to administrators at the State Department of Education. An agreement was reached to form a consortium with the University of Edwardia.

There are five primary sub-project staff. The director, Dr. Richard Cooper, is the Chairman of the Vocational Education Department of Edwardia. It is interesting that, although the initiative for the sub-project came from Martinsburg State College, a director was chosen from the University of Edwardia. The role of the director is somewhat peripheral to the sub-project's actual operations. His central responsibilities appear to lie in the areas of program planning, administrative decision making, and serving as liaison to the State Department of Education. This is the position he serves with respect to all other sub-projects at Hicksville.

At each of the two sub-projects sites, there is an institutional director and a project coordinator. The director's responsibility is to manage the project component at his respective institution, in addition to his regular teaching duties within and outside the sub-project. The coordinator at each site is responsible for recruitment, screening and selection of project applicants in addition to teaching. These four individuals are full-time faculty members at their institutions. However, prior to this year,

Martinsburg State College's coordinator has been totally supported by EPDA funds. He will replace a retiring faculty member when they are terminated.

The Leadership Services Unit requested that participants be recruited exclusively from graduates of state-supported area vocational-technical schools. One institutional director agrees that this population is certainly an appropriate one to recruit from, but would like to see the program expanded to include other populations. Both sub-project coordinators visit these schools (of which there are twenty-seven in the state) to acquaint the students with the program and to recruit. One sub-project coordinator, on occasion, has not been received well by school administrators, and he suspects that racial prejudice is an overriding reason. In general, however, teachers and administrators are receptive to the recruitors and the program.

Selection criteria for applicants are flexible, but a few guidelines have been established. Since participants register as regular students, they must meet the general entrance requirements, including a "C" average in previous academic work and submission of SAT scores. Some students are admitted on a provisional basis. Participants must maintain a 2.2 grade point average to remain in the program (as must all education students).

The sub-project provides no direct financial assistance to the participants. Students may receive financial aid through the regular channels, such as general state scholarships. Competition for these is keen and qualification requirements are fairly strict. The student must achieve a "B" average to win a scholarship, and must maintain at least a 2.8 grade point average to continue receiving aid.

Despite these requirements, there are approximately 60 participants in the program; most are registered at the University of Edwardia. Interestingly, participants may elect to fulfill some of their course requirements at an affiliated junior or community college within the state university system. Courses must be in the liberal arts, and a maximum of twenty quarter hours are transferable. In general, the sub-project participants prefer to complete these requirements at the junior or community college because tuition tends to be less than at either Martinsburg State College or the University of Edwardia. Also, students usually find a college near their home, commute, and save money.

The course of study for the baccalaureate degree in vocational education is a traditional one. It is comparable at both institutions with one exception. Martinsburg State College provides for a one-year work experience, whereas the University of Edwardia does not. This work experience is a prerequisite for teacher certification in vocational education in the State of Edwardia. Consequently, it is the responsibility of each student at the University of Edwardia to secure his own work experience. However, many of the participants had the required experience before entering the program, so this is not as severe a problem as it would seem.

The consortium has no formal ties with any LEA other than the typical student teaching placement arrangements. The sub-project impacts on LEAs throughout the state by supplying them with better trained teachers. This is seen as the goal of the project and, most importantly, substantiated by administrators of the LEAs. Dr. Cooper has many reports from school principals who have employed participants. The principals claim that sub-project-trained teachers are much better than the typical (untrained) vocational teacher. 19

Two significant changes in the IHEs have occured as a result of the sub-project. First, the sub-project served to re-activate a program at Martinsburg State College, which had not been active for many years. The trade and technical education program had not been in operation because of a lack of funds and students. It is hoped that the sub-project will serve as a vehicle for re-establishing and maintaining this program. But at this time, it is uncertain whether it has contributed enough money and provided enough momentum to allow operations to continue when EPDA funds are terminated. 3 4

The second change resulting from this sub-project was an opportunity for a predominantly white uneversity to work <u>jointly</u> with a predominantly Black college. Prior to this sub-project, such joint arrangements had been virtually non-existent. Where they did exest, the Black college often was assigned a "back seat" position. Now, one finds the two institutions bringing together resources for a common goal, each on equal grounds with the other. 5

An In-Service Training Program on Job Placement Procedures

In the spring of 1971 the Leadership Services Unit invited the Department of Counseling and Educational Psychology of Edwardia State University to submit a proposal to conduct this sub-project. In most other instances, the sub-projects are assigned to institutions uniquely qualified to provide the training services required. The LSU did not indicate why this particular department and IHE would be especially qualified for the task. However, the directors of the sub-project believe that the metropolitan setting of Edwardia State (downtown Capitol City) was the reason. Because the institution serves a metropolitan area, it is easily accessible. More importantly, urban school personnel are in greater need of this sort of training.

The sub-project was staffed by two members of the department, Dr. Samuel Ratcliff and Dr. William Boyle. Both had previously conducted training sessions similar to the one called for. One professor was particularly knowledgeable about the problems of serving the disadvantaged and handicapped student in the public school system.

The participants were sixty-eight public school counselors selected by school district representatives and by a representative from the Leadership Services Unit. Neither of the sub-project's directors knew what selection criteria were used nor was this information available from the Leadership Services Unit. An interviewed participant said, however, that he was not aware of any specific criterion other than that of being a counselor in an Edwardia public school.

The sub-project's activities are organized around three objectives. Participants should:

- Develop an understanding of the need for a job placement program;
- Acquire skills in initiating a job placement program;
- Develop techniques for operating and maintaining a job placement program.

As a context for the training sessions sponsored by the sub-project, the directors wrote a handbook for job placement, intended as a "cookbook" which local school staff could easily use. This document was revised

on the basis of feedback obtained in the two training sessions. The guide has been given fairly wide distribution among Edwardia school districts.

The training component was a one-day comprehensive workshop for counselors. Lectures, demonstrations, panel discussions and group sessions were used to communicate skills. Given the limited duration of these sessions, one can conclude that a major benefit derived from them was feedback on the job placement handbook.

An Institute for Implementing an Instructional Program for Data Processing Personnel in State and Area Vocational-Technical Schools

The intent of this institute was to provide training in data processing for teachers in vocational schools who had no previous experience with computers. Armed with this experience, the participants would then be able to teach data processing skills in their schools.

The state approached Mr. Gabriel Gersten, a faculty member of the business education unit of the Vocational Education Department at the University of Edwardia, with a prospectus for this sub-project. On short notice, Mr. Gersten wrote a proposal for the institute and received a grant to conduct it. Mr. Gersten was assisted in the course by several consultants, employees of various data processing equipment manufacturers.

There is a need for teachers of data processing in the vocational schools in Edwardia, reflecting the increased imployment opportunities for graduates in this field and resultant increased demand for training. To alleviate this shortage, the state funded the retraining of 21 teachers of other subjects in data processing skills. This institute did not provide instruction in the methods of teaching the subject matter, only actual data processing skills. An institute was planned for the following year in which the techniques of teaching data processing would be presented. But this was recently eliminated in favor of another retraining institute, since all the hardware already in the schools will be replaced by a new system produced by a different manufacturer, requiring a whole new set of skills.

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The sub-project training component consisted of basic computer skills, including operation of hardware and programming in COBOL and assembler language. The classes were conducted at a vocational school with computing facilities. Participants received a full course credit for their work.

This sub-project ties in with the implementation of data processing programs at the various post-secondary vocational schools. The institute aided rapid implementation of such programs by supplying teachers for them. No permanent changes were made at the university, nor are there plans to offer this institute or another one like it in the future.

An Institute to Prepare Coordinators for Programs for Educational and Career Exploration

The program for Educational and Career Exploration, commonly referred to as PECE, is perhaps the best example of Edwardia's triangle plan. The Edwardia State Department of Education strongly believes that educational and career exploration must be an integral part of the public school curriculum. It therefore provides funds to selected LEAs to establish such a program. In order to establish this program, however, qualified coordinators at the local level were essential. Consequently, the State Department of Education requested that the Uneverstiy of Edwardia train these coordinators. The Guidance and Counseling Department of the University assumed the task because Dr. Ruby Hughes, a faculty member witin the department, had long been interested in such a program.

The sub-project staff includes eight individuals. Dr. Hughes is the director with responsibilities to administer and manage the project and to teach two of the Institute's courses. Other staff members are group discussion leaders and one instructor in vocational education.

To qualify as participants, individuals must be eligible for admission to the University's graduate school and have previous study or experience related to the duties of PECE coordinator. With such broad guidelines, it was possible to draw upon experienced educators from a variety of disciplines and from different grade levels (limited, however, to grades 4-12). Public school officials (principals and/or superintendents) were asked to select applicants.

They in turn applied directly to the University for admission. The final screening process was handled by University officials and State Department of Education representatives.

The PECE sub-project was designed as a 9-week summer workshop, carrying 15 quarter hours credit, followed by an internship during the academic year for 5 quarter hours credit. The summer institute included two formal courses: Introduction to Guidance and Internship in Guidance, both taught by the project director. In addition, there were group discussions, lectures and panel discussions to acquaint the prospective PECE coordinator with his functions.

Essentially, the part-time internship during the academic year included three seminars to discuss the program's operations at the local level, problems encountered by coordinators there, and how they may be solved. At this time, the PECE coordinators review and evaluate the project. They assist sub-project staff and a State Department of Education representative to formulate plans for the future.

As indicated previously, this sub-project has a direct relationship with selected Local Education Agencies. It provides the LEA with a trained professional in the area of educational and career exploration who has been given the responsibility of coordinating and teaching a new course within the school or school system. Currently there are 80 PECE projects in school districts throughout the state, and this number is expected to increase so that each district will have at least one coordinator.

The sub-project has also had a direct impact on the SEA. With the sub-project's inception, the State Department of Education created a new professional certification in educational and career exploration. To qualify for this certification, an individual must have completed the requirements of the training program.

Institute to Prepare Industrial Arts Teachers to Implement Newly Developed Materials and Techniques Which Integrate Career Development and And Understanding of Industry in the Industrial Arts Program

This sub-project was a direct outgrowth of two other institutes funded through EPDA held during the summers of 1969 and 1960 at Central Edwardia college. The 1969 institute was designed for teachers and counselors with a major focus on the development of curriculum materials appropriate for a course in manufacturing the middle grades. The 1970 institute, also designed for teachers and counselors, focused on testing, revising and making the curriculum ready for classroom use. The institute of interest, conducted during the summer of 1971 by the Industrial Arts Education Department of Central Edwardia College, provided training for teachers who were to implement the curriculum materials in their classrooms the following September.

The institute was planned and directed by Dr. Lorne Bogan, a faculty member of the department who also directed the first two institutes. He was aided by a laboratory assistant and two visiting consultants from industry who made illustrated lecture presentations.

Twenty-one vocational education teachers in grades 4-12 were selected to attend the institute. The sub-project director, school district representatives were all involved in the screening process. The director made the final selection. According to Dr. Bogan, recruitment of participants was difficult because of late approval by the State Department of Education and the unattractive stipend offered to participants for their attendance ($50).

Initially, selection criteria focused on recruiting participants who had worked directly with the handicapped and/or the disadvantaged. There were additional criteria, including: (1) possession of a baccalaureate degree in industrial arts education, and (2) one year of experience in teaching industrial arts.

The three-week institute utilized seminars, lectures and laboratory experiences to instruct participants how to use the new curriculum. The content of the curriculum itself encompassed the entire spectrum of industrial activity, including the formation of a manufacturing enterprise,

designing and producing a product, marketing, financing and external relations.

One aspect of the participant selection process provided a direct relationship with the LEA. The school or school system sending a teacher to the institute must commit itself to provide: "facilities and scheduling for a course in 'manufacturing'." The school or system is reimbursed $1500 from the State Department of Education for costs incurred in establishing such a program. This money is to be used for the purchasing of equipment and supplies needed to incorporate the course into the school's or system's program. This commitment has only been partially met by the LEAs. Seemingly, there is no mechanism for the university or the State Department of Education to bind an LEA to this commitment.

Preparing and Assisting Pre-Vocational Teachers in the Implementation of Career Development Programs

This sub-project is highly coordinated with a state grant program to local schools for implementation of a new pre-vocational curriculum, popularly called "mini-courses". Local schools are eligible for grants of about $40,000 for the implementation of such a program in a junior high or middle school. One of the terms of the grant, however, is that participating schools will send staff who will be teaching in the program the following year to this institute. Clearly the impetus for the sub-project came directly from the state in order to provide staff development in an area that required it.

The sub-project director is Dr. Joshua Pallman, a faculty member in the Vocational Education Department at the University of Edwardia. Dr. Pallman is primarily a curriculum development specialist in vocational education and has been involved in state funded projects in the past. In fact, he was hired as a staff member on a project the previous year and was appointed to the faculty this year. The other staff member is Howard Robinson, a Ph.D. candidate in vocational education. In addition faculty members from other departments in the Division of Vocational Education were involved in the institute.

The participants selected by the state were teachers from schools planning to implement this career exploration curriculum. Staff were

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annoyed that they had no say in the selection of participants whose quality, they felt, varied greatly. A school which sent four participants to the institute provides an excellent illustration of this point. One teacher in home economics was highly enthusiastic about the project, the curriculum and teaching in general. She photographs class activities at various stages in the curriculum sequence and saves the pictures in a scrapbook, one very effective method of gaining student involvement. Another teacher at the same school was beginning her first year of teaching and claimed to be very insecure. She regretted that she could not have participated more in the planning activities at the institute, but she had never taught before and had no experience to draw upon.

The staff's reaction to such participants demonstrates their lack of understanding for the overall state plan. DVE administrators intended to supply training for teachers who would be involved in a certain type of curriculum program. The project was not an entity unto itself, but existed solely to serve this need. For that reason, the sub-project had to accept some participants marginally qualified for a curriculum planning project (which is how staff perceived the sub-project), because these people would be using the curriculum the following fall and needed some training in its implementation.

In the summer institute itself, participants were introduced to the concept of career exploration by means of a series of "mini-courses" which provided students with a taste of what work in various occupational categories is really like. Some class activities were field trips to factories, discussions of these trips, and simulations of the work conditions and tasks in the school. The participants developed lesson plans for the first six weeks of the fall quarter, with the intention of actually carrying them out. The final product of the sub-project will be a compendium of the collective curriculum plans (with individual variations). The participants received 5 quarter hours credit for the summer institute and 5 more for their year-long internship. Occasional project meetings are held, and the staff makes visits to the teachers in the field in the course of the internship.

The staff believes that the project will be repeated next year, necessarily paid for with departmental funds. However, whether the project will be offered again has not yet been settled.

A Training Program for Teachers and Other School Personnel Working With Disadvantaged and Handicapped Youth in Special Projects

This sub-project consisted of a short summer institute for teachers and administrators and a year-long follow-up by sub-project staff. The sub-project's primary emphasis was on the technical assistance provided by the staff visits during the school year. This sub-project is also highly related to the Coordinated Vocational and Academic Education (CVAE) program that is being instituted in many school districts throughout Edwardia.

The sub-project director is Dr. Cooper once again, but field work that constitutes the primary thrust of the sub-project is performed by the project coordinator, Dr. Milton Porter. Dr. Porter is not a faculty member; his full salary is paid from project funds. He has no assistants (and no secretary) and must visit approximately 25 school districts, scattered all over the state, on a fairly regular basis by himself.

The participants in the summer institute were teachers and administrators from schools which had received grants from the state to implement the CVAE program. Attendance at the institute was a requirement of the terms of the CVAE grant to the local district. In all, three one-week institutes were held, involving a total of 225 participants. The institutes served to introduce the participants to the working and rationale of the CVAE program and to help schools write objectives and criteria by which they could assess their progress toward meeting the needs of the disadvantaged students served by the program. Although the participants were not selected by the sub-project, this is viewed by Dr. Porter as necessary to the role of the sub-project with respect to the overall state plan.

Briefly, CVAE is a program in which students who are disadvantaged by the Edwardia definition receive instruction in skills that will

improve their chances of employment when they leave school. One feature of the program is that the vocational and academic instruction are coordinated. For example, a mathematics problem could be illustrated by an example taken from a class in machining. In addition, work release time is provided for the students. This serves two purposes: It provides them with work experiences in much the same sense as the other career exploration programs. Second, it is seen as an incentive to keep the students in school--they can work and get their diplomas at the same time. Consequently, one measure of success used by the state in evaluating these projects is the dropout rate of the school.

The major function of the sub-project is the technical assistance (TA) it provides. Dr. Porter sees a great need for such support services for the local schools and reports that virtually everyone at the LEA level wants these services. This can be confirmed by visits to schools with CVAE programs. Once the LEA perceives the TA person as a resource and not an evaluator, which usually happens after the first visit, they clamor for his services since he is no longer a threat.

There is, however, some disagreement with SEA policy. Both the local schools and the project staff believe the state's definition of "disadvantaged" is woefully inadequate and may serve to harm the student rather than help him. Another source of tension is the fact that the state will not commit much of its considerable resources to direct consulting assistance to local schools, preferring to fund courses and institutes. Further, Dr. Porter does not like the "restrictive" project controls he must work under and the detailed procedures he must follow to get things done.

This is one sub-project that is not expected to continue after the present funding expires. Although the services it provides are seen as needed by the LEAs and by the sub-project staff, including Dr. Cooper, the University is unwilling to support a project devoted primarily to technical assistance rather than instruction. No non-EPDA state funds appear available.

Two Institutes for School Administrators to Assist in Planning, Developing and Implementing a Plan of Vocational Education

This sub-project consisted of two institutes; one for superintendents and one for local school principals, concerned with providing these administrators with information about the content of new vocational education programs and actual experience in planning the implementation of such programs. The institute for superintendents lasted three days and was conducted first. The one for principals lasted a week. An interesting feature of the institutes was the manner of information dissemination. Transcripts of the many lectures and symposia conducted for the participants were collected in book form as a permanent record of the proceedings. Copies were provided for the participants and are also available to other administrators to whom such information could be useful. Dr. Yates Eldredge, the institute director, reports many requests for copies: from participants who want additional ones, from other administrators in the state who did not attend, and from education departments at other universities.

Dr. Eldredge was approached by the state CVE and asked to conduct these institutes, since he has had considerable experience with this sort of planning exercise and had in fact conducted similar institutes before, funded by foundations. Dr. Eldredge wrote a very brief proposal, the content of which was determined totally by the prospectus supplied by the state, and the sub-project was funded. It should be noted that this is one of the few sub-projects not located in the Vocational Education Department at the University of Edwardia, for Dr. Eldredge is a faculty member of the Educational Planning Department. It is, however, coordinated by Dr. Cooper.

The only sub-project staff members were Dr. Eldredge and his assistant, Clyde Purcell. Their primary responsibilities were the planning and administration of the institutes (including recruitment of participants) and the preparation of the written final product. The actual training at the institutes was provided by various outside speakers who had expertise to contribute to the project. They ranged from the State Superintendent of Schools, to University of Edwardia faculty members, to local school principals and superintendents, to outside consultants.

The participants were, as indicated, 30 superintendents of local districts with disadvantaged and handicapped students in their schools, and 90 principals of high, junior high and middle schools with such students. There was some coordination of principals and superintendents intended for the institutes, and the success of the first one helped this goal considerably. A large number of applications for the principals' institute were received immediately after superintendents from their districts had attended. Dr. Eldredge believes that superintendents who thought their institute was useful told principals in their districts to attend.

Recruitment and selection of the participants was done by project staff, which is usually not the case. No academic credit was granted. The only inducement for participants was the promise that the institutes would provide them with useful skills and information. Travel and living expenses were reimbursed, however.

The training phase of the institutes typically consisted of a presentation in the morning and workshops in planning and implementation problems in the afternoon. In these workshops, small groups of participants worked with a rotating series of consultants who led exercises in planning for the implementation of innovative vocational education programs, based on real or hypothetical situations.

An evaluation questionnaire was administered to the participants, the results of which are reproduced in the published reports. The participants indicated quite favorable reactions to the institutes.

There are no plans to offer such an institute again with state funds, although Dr. Eldredge indicated other sources are possible. As a private consultant, he anticipates need for such services in other states. Although Edwardia may not support another institute, similar ones may be conducted in other places with other funds.

Summary

These sub-projects differ markedly in their substantive contents, instructional methods, target populations, and other aspects. However, they are all linked by their common goal of serving the personnel development needs in vocational education for the state of Edwardia. Each serves a specific training need for a specific purpose. Sub-projects such as these are important componenets of the overall State Plan: the "triangle plan" which uses IHEs and LEAs in the state, coordinated and supported by the SEA, to meet state personnel needs.

Local level programs are directed toward perceived state needs for trained workers. In addition, the state will manage the Career Education programs to be implemented in Edwardia schools with the same techniques (and implicit philosophy) now practiced. Consequently, unique local needs seem to be subsumed under general state needs. A local district has extreme difficulty in getting an idiosyncratic program supported by the state. In at least one case a district was told that a locally developed program to meet a particular student need would not be funded, but that the state's program for the same purpose could be supported. Needless to say, funds for the state developed program were solicited by the district and granted by the state. However, it is unrealistic to expect <u>each</u> local district to develop a viable plan for meeting a particular need and unpractical for the state to fund and monitor such a mixed bag.

The IHE serves as a supplier of training services to the LEA and SEA. This role is seen as an appropriate one by many, including Dr. Cooper. Faculty members are used primarily as teachers and not researchers; their special professional interests will not be supported by state funds unless they coincide with state needs. However, EPDA funds are explicitly to be used for personnel development, not research. Separate funding categories exist for this purpose.

The overall strategy used by the SEA and the Leadership Services Unit headed by Dr. Price has two primary components: (1) a tight management/fiscal control system, and (2) coordination of funds from various sources (all types of Federal vocational education funds as well as state money) to effect some change in both the IHE and LEA. The following discussion addresses these techniques in operation and the successes (and problems) associated with them.

The innovation most highly regarded by the DVE staff is a computerized project control system used to keep records of all fiscal activities of every project funded through the state Leadership Services Unit, including but not limited to the 10 EPDA funded projects. The actual impetus for this system, in fact, was provided by an EPDA grant which funded the development of a generalized project reporting procedure for EPDA projects. The author of this plan, Mr. Golden, adapted the form he previously developed to make it totally general and usable by all projects funded by the state.

The input to this system is a monthly (or quarterly) reimbursement form which every project must submit in order to receive its funds. Since every project was required to submit a detailed line-item budget before it was approved, the line-item expenditures on this report can be compared with the amounts budgeted and inconsistencies noted. An "exception report" is prepared by the data processing division on a regular basis, listing all projects which are over- or under-spending a line item by more than 25%. These exceptions can then be investigated to ascertain the reason for the variance.

Mr. Golden is in the process of expanding the system into a full management information system. When this management information system is fully operational, the state management will know not only the fiscal condition of the various projects, but also their status in achieving stated objectives (milestones). This monitoring of substantive activities is not now possible and represents an important new source of information for decision making.

The philosophy behind this type of management was explained by Mr. Golden. The goal of the management system is to insure that the many sub-projects funded through the state are adequately managed. Dr. Golden feels, as do his superiors, that too often project directors concerned with the substantive aspects of the project will neglect management and fiscal aspects. Requiring and enforcing a line-item budget serves to make them pay more attention to the management problems they must deal with. "Remember, a poorly managed project is not likely to meet its objectives," commented Mr. Golden.

This viewpoint is not very popular among the sub-project directors who must contend with the tasks of line-item planning and filling out detailed reports. Several project directors objected violently to this method of management. It is contended by them that a restrictive budget and tight controls on all project operations inhibit a creative project staff, and foster mediocrity. Mr. Golden disagrees, maintaining that the effort required on the part of the project staff is not excessive and, in fact, most of the clerical work is done by a bookkeeper in Dr. Cooper's office who is employed full-time expressly for that purpose. Second, according to Mr. Golden, the line items are strictly planning information. If a project director has a valid reason for changing a line, to shift $500 from travel to buy a typewriter, for example, such a budget modification can be made easily. Of course, such changes must be fully approved by the entire bureaucracy that controls expenditures before the money can be spent. This occasionally will result in delays, as was the case in a project discussed earlier, but only in cases of dubious changes.

In fact, the most severe reaction to this style of management results more from what the style implies rather than from what practical difficulties and delays it causes. Explicit in the argument for tight controls presented by Golden (and supported by Dr. Price) is the assumption that academicians often have not adequately managed projects. Too, a viewpoint common in DVE is that LEA administrators are even less inclined toward effective management. In this case, the perceived reason is not lack of interest in managerial detail but rather a tendency to use the funds for purposes other than those intended by the state.

Some of the actual problems associated with this style of management, as perceived by IHE and LEA staff, include a resentment of the attitude of the SEA toward other institutuions. We have indicated that the SEA management does not consider the IHE or LEA staff qualified to make important managerial decisions, and such attitudes are evident to these staffs. Another policy of the SEA which IHE project staff object to is that the state makes final decisions in the selection of participants. Project managers believe they should have this right and cite cases in which the state's selections were not appropriate to their perceived goals of the project. However, it must be remarked that the selections were highly congruent with the state's perceptions of these goals and problems arose only when sub-project staff did not fully comprehend the DVE's pruposes in funding the sub-project.

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However well-grounded such resentment is, it does exist and will affect the operations of present and future projects. One project director said, "I will never work for the state again" on a grant from the Leadership Services Unit. But he is in a position of considerable strength (an excellent personal reputation and connections outside the vocational education field), and does not have to depend on such grants. However, most other project staffers are vocational education specialists and the bulk of the grant money spent at the university in vocational education projects is managed through the LSU. Since these funds are the major source of support for the department and much of its staff, other staff members, especially new ones, will be obliged to run future projects.

This project control system must be seen in perspective. It is a tool used to manage a general strategy of carefully planned institutional change and staff development being employed by the Leadership Services Unit. Dr. Price calls it the "triangle plan". Since large amounts of discretionary funds are administered through his office, Dr. Price coordinates the funding of projects in both IHEs and LEAs to achieve maximum impact. In the paradigm for the plan, the SEA funds an LEA to implement a curriculum program, writing into the terms of the grant the requirement that personnel involved in the program must attend summer institutes to be offered by an IHE, at which skills useful for the implementation of the program will be taught. At the same time, the SEA funds a project at an IHE to conduct this institute. The IHE then functions as a training resource center in the overall plan.

Projects are initiated by prospectus. Local schools are asked to participate in a curriculum program, the details of which are worked out in advance by DVE. The IHEs are asked to provide training for a program that they may not believe in. All initiative in these grants comes from the state. As indicated, in at least one case a locally-developed vocational education plan was not funded and had to be replaced by CVAE before the district could receive money. The county coordinator of vocational education summed up this entire process by stating that, "They wrote the proposal and we signed it."

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Let us further illustrate. One program the state supports in the local schools is the Program of Education and Career Exploration (PECE). This program provides students with the opportunity to explore various occupations through field trips and discussions. Each school with a PECE grant must employ a full-time PECE coordinator whose duties are the administration of the program at the school and the conducting of the trips and discussions. Clearly, there are no personnel already trained in this program. Few teachers or administrators had any idea of what the program was supposed to do. So, if the program were to have any chance for success, it had to be coordinated by someone trained in the various aspects of the program. That is where one sub-project at the University of Edwardia enters the picture. Thus, Dr. Hughes of the University of Edwardia was approached to direct the sub-project which trains PECE coordinators, linked directly to the personnel in the SEA who administer PECE at that level and to the local schools that implement it.

Essential for the success of the triangle plan is the cooperation of both the LEAs and IHEs. Were either group to stop participating in the projects offered by the state, the plan would break down. However, there is little chance of that occurring in Edwardia at the present time.

First of all, local schools are reluctant to refuse money. The typical grant given for a curriculum project like PECE or CVAE is around $40,000 --enough to pay for three extra teachers and all the actual expenses (books, shop equipment, etc.) that the new program would necessitate. Since the extra faculty members will lighten the load of the other teachers by absorbing students into their classes, the grant serves two purposes. It meets a need in the area of vocational education by providing new or improved instruction for students. In addition, it supplies a more generalized benefit to the schools as a supplemental source of operating revenue.

A further, less obvious benefit was described by a local school principal involved in several of these projects. The very act of bringing such a grant to his school makes him a more respected and powerful person. It was hinted that this kind of grantsmanship may be used to pave the way for promotion within the LEA.

Also critical for the success of the triangle plan is the cooperation of the IHEs. Virtually all of the grants given to IHEs from the LSU are initiated by prospectus. The SEA decides on the basis of its overall plan what services the IHE staff can provide that are needed to implement the plan and assigns a prospectus for each one. In order to receive a grant, the proposal must be completely responsive to the terms of the prospectus. Many faculty members have expressed dissatisfaction with this procedure; some projects are seen as academically trivial and unexciting. Why then do the IHEs continue to accept such work?

Dr. Cooper responded that his faculty accepts projects that they do not really want to operate because the money is useful to the department. Project funds pay the salary of many project staff and faculty members and allow an increase in the effective size of the department with no extra cost to the university. In addition, successful projects (ones which provide services to programs that attain wide implementation) provide him with leverage to increase the size of the department with University funds. This is done by demonstrating a continuing need for the sevices a project has provided and pointing out that EPDA funds will not last much longer. Since Dr. Cooper is chairman of the Vocational Education Department, of which virtually all project staff are members, he can exert a great deal of leverage to ensure that unpopular projects are implemented and that any project at the university is operated well.

There has been some criticism directed at the SEA for placing so many of its projects at the University of Edwardia. Much of this criticism, understandably, comes from other IHEs in the state that feel they are not receiving their fair share of state money. Two responses to this are generally made by SEA staff. The University of Edwardia is the largest IHE in the state and the only one where all phases of vocational education are taught. Since all state colleges and universities are a part of the state university system and under its Board of Regents, much of this concentration was intentional, designed to provide the necessary vocational education services at the

IHE level in the most efficient manner possible. As a consequence, only the university has the expertise in many specialized areas (data processing education, for example) that are required to carry out certain projects.

There is an indication that the SEA may be sensitive to the IHEs' criticism. The entire program will be regionalized next year, with regionally based IHEs providing the services. The university will be one of three regional centers, receiving a reduced proportion of the total project expenditures.

Suppose the dissatisfied parties in the IHEs and LEAs were to understand the rationale for the nature of the sub-project management and how it relates to an overall, organized plan for state level change. That is, suppose the IHE staff would understand that their role as faculty or employees of a state university is, at least in part, to provide educational services to the citizens of the state. Suppose the LEA administrators realized that programmatic change of the sort used in Edwardia is seen to be the most efficient way of achieving large scale institutional change. With everything operating smoothly at the implementation level, how could the system break down? Since the burden of the responsibility for policy and operating decisions are located within the DVE/LSU, one would logically look there for flaws.

According to SEA staff and his own perceptions, Dr. Mario Price is in complete administrative and substantive control of the LSU. As with any form of management in whcih final decisions are made by one man, the success of the system depends in great measure on the quality of those decisions. To date, Dr. Price has followed the lead of the USOE in selecting programs to implement. As long as OE provides well-conceived programs, and funds for them, the Edwardia SEA will carry them out. In addition, Dr. Price has a national reputation as a curriculum specialist in vocational education and maintains a staff qualified to develop and implement their own programs more suited to specific needs.

Unfortunately, many people in the state are uncomfortable with the decision making in vocational education personnel so centralized. Some of this reaction is translated into personal criticism of Dr. Price. Anyone who uses a position of relative power to accomplish change anywhere will anger

some people. Perhaps it is to his credit that his programs have engendered reaction, for so many other large scale programs are received with total apathy because they are ineffectual. It is conceivable that a person with absolute power of the sort Dr. Price has could misuse it and become a force resisting change rather than a change agent. The nationally recognized innovativeness now present in the state could be lost and traditionalism could once again take over vocational education.

This is, of course, speculation. There is no solid evidence to warrant apprehension other than the perceptions and opinions of individuals who work under him and who may have personal axes to grind. But there is an undercurrent of resentment about much of the operation of the plan, at both IHE and LEA levels. This dissatisfaction stems from basic differences in perception between the SEA and the IHE/LEA actors as to the goals of State Plan for personnel development. It is usually manifested by hostility directed toward the management structure and its impementation. This is more likely to do violence to the State Plan than any problems inherent in the management structure.

A STUDY OF THE
EARLY CHILDHOOD PROGRAM
UNIVERSITY OF FRANKLINIA MEDICAL SCHOOL
PETERSBURG, FRANKLINIA

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EARLY CHILDHOOD PROGRAM, UNIVERSITY OF FRANKLINIA MEDICAL SCHOOL, PETERSBURG

Introduction

The Walt Whitman Child Development Center was established in 1964 as an interdisciplinary evaluation and treatment center for mentally retarded and multiply handicapped children. As one of several university-affiliated centers throughout the United States, the Whitman Center was a response to the unique problems of the increasing numbers of children identified as retarded or otherwise handicapped in growth and development. Understanding and planning services for these children was thought to require an interdisciplinary and longitudinal orientation to diagnosis and treatment. Besides attempting to meet rapidly increasing demands for these services, the goal of the Center is to establish an interdisciplinary approach to exceptional children. In addition to training medical professionals, therefore, the Center also trains professionals and paraprofessionals in the behavioral, social and educational disciplines involved with child developmental deviations. These disciplines include: Audiology; Early Childhood Education; Nutrition; Nursing; Dentistry; Psychiatry; Physical Therapy; Speech Pathology; Psychology; Occupational Therapy; Special Education; Social Work; and others. Training is the primary responsibility of t e Center; clinical services and research activities are important adjuncts to the training program. Capitalizing on the resources of the medical school, the Center offers professionals opportunities to study normal and exceptional children in controlled clinical settings, and to observe a variety of therapeutic approaches.

Since the Center's inception in 1965, it has grown steadily and with increasing organizational clarity. When the Center was established, there was some controversy as to whether it should be located within one department of the Medical School, or cut across all appropriate departments. The school-wide approach was adopted and the Whitman Center was established as an organizational entity responsible to the Vice President for Medical Affairs. Understandably, however, the Department of Pediatrics and, to a lesser extent, the Department of Psychiatry, have been more involved in the Center's activities than any of the other Medical School departments. The Center is also affiliated

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with several other universities and junior colleges in the area, where Center staff members hold faculty appointments.

Total funding for the Whitman Center is approximately $1,221,000. The principal funding sources are the Maternal and Child Health Administration (MCH), Social Rehabilitation Services Administration (SRS), and the Bureau of Education Personnel Development (BEPD). Funding for the Center is primarily "soft money." Only the Director is tenured, although about twenty members of the more than seventy professional staff have faculty appointments either at the Medical School or at affiliated universities and colleges. The Center's facilities were provided under the Mental Retardation Facilities and Mental Health Centers Construction Act of 1963 (PL 88-164), recently amended by the Developmental Disabilities Act of 1971 (PL 91-517).

Soon after the Center was established, the original director resigned to accept an appointment at another university. For approximately one year, the Center was without a director and was run by a committee representing the various departments having an interest in the Center (including some departments outside the Medical School). The Committee also carried out an extensive search for a new director. In 1966 Dr. Ted Ross, a child psychologist with extensive research and development experience, was appointed Director. Prior to coming to the Whitman Center, Dr. Ross had developed a video-tape micro training course for early childhood educators at East Franklinia State University. The funds for this project came primarily from the Office of Economic Opportunity, for the development of a curriculum and training process for Head Start and other early childhood educators. Other aspects of the project including several experimental pre-school programs, were supported by the Ford and Boettcher foundations. Dr. Ross left East Franklinia State University for the Bluebell Educational Foundation to further develop his videotape micro-training program as applied to elementary teachers dealing with individual learning disabilities. Funding for the Bluebell effort was provided under Title IV of the Elementary and Secondary Education Act (ESEA). The current EPDA grants to the Whitman Center for the development of the remote micro-training curriculum in early childhood education were essentially an outgrowth of the Title IV program, but also represented an

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attempt to incorporate the best features of the other programs as well. EPDA funding of the Remote Micro-Training Curriculum occurred soon after Ross was made director of the Whitman Center. It was Ross' involvement in Head Start and with disadvantaged children which ultimately broadened the Whitman Center's notion of exceptional children. Ross contributed to the Center an interest in socially-based learning disabilities along with the already established interest in physically and emotionally handicapped children. It is this amalgamation of interests which represents the EPDA projects brought to the Center by Dr. Ross.

Development of a Remote Micro-Training Curriculum in Special Education is one of three programs sponsored by EPDA at the Whitman Center. The other two EPDA projects are a Special Education Demonstration Pre-School and a Training of Teacher Trainers Program in consort with the University of Collina. The Remote Micro-Training project and the Special Education Demonstration Pre-School are referred to below by fictitious contract numbers of 8375 and 4166, respectively.

Organization of the 8375 project is characterized by a few full-time staff, and several remote early childhood programs located throughout the United States. Staff for the project consists of a coordinator, an instructional technology assistant, and one curriculum writer. Other Center and Medical School personnel assist occasionally in such activities as workshops held for the staff of participating sites. The annual funding for the 8375 project in in fiscal year 1971-72 is approximately $110,000, allocated primarily to staff salaries, trainee stipends, and curriculum development and dissemination.

The Training of Teacher Trainers (TTT) Project is a consortium effort with the University of Collina. Las Brumas State College was involved in the first year. The project selects a number of students enrolled in the TTT program at the University of Collina who are interested in early childhood and special education to spend 6 weeks at the Whitman Center as participants in the Early Childhood Laboratory program. Dr. Phyllis Waxman is the coordinator. The funding level for this project is approximately $21,000.

The Special Education Demonstration Pre-School project (4166), the subject of this report, offers classroom and practicum activities at the Whitman

Center, and currently enrolls 13 students. Staff for the 4166 project consist of a coordinator, an assistant coordinator, four head teachers for distinct pre-school classes, and 4 part-time psychometrists. Also supporting project activities are several bus drivers who assist in the classroom, and 2 administrative personnel. Dr. Ross is the director of the 4166 project. Operating responsibilities are assigned to Ms. Belle Forrester, coordinator, and Ms. Anna Leigh, assistant coordinator. Further staff assistance is provided to the 4166 project by Dr. Phyllis Waxman, the coordinator for the TTT project.

Goals of the Project

Throughout its two-year history project 4166 has emphasized training. 29
For the professional and paraprofessional teachers of elementary and preschool school children who participate as fellows in the project, the project's training goals -- synthesized from the behavioral goal statements actually used by staff -- are the following.

- to increase sensitivity to the growth needs of pre-school children;
- to develop skills in dealing with these needs;
- to foster awareness of the special needs of children who are not developing normally; 36
- to develop familiarity with the range of techniques and services available for these special children. 36 29

One major category of non-normal or deviant growth patterns includes the learning disabilities of children from low income families. Another common category includes physical and emotional handicaps. These classifications encompass an extremely broad range of types of children. To serve these children requires a similarly broad range of diagnostic, therapeutic, and educational skills, many of which are not yet fully developed. Thus the aim of the project 4166 staff is to explore, together with the fellows, the current state of the field; to examine <u>in vivo</u> some of the extant approaches; and to 37
provide the fellows with an opportunity to evolve their own approaches relevant

to the needs of their schools and systems. Two elements comprise the setting for working toward these goals: a child development center of a School of Medicine, the Whitman Center, in which a variety of diagnostic and therapeutic skills are concentrated; and a laboratory nursery school, in which a variety of early childhood educational programs can be operationalized and tested.

Specifically, the designers of project 4166 - Ross, Forrester, Leigh - proposed "to set up four preschool classes each of which utilize a different instructional approach for the educational enrichment of the preschool child in general and the exceptional child in particular." Their intent was to "enable the trainees to get a simultaneous view of the four models from which they can draw in designing their own programs."

The four-model plan in part reflected growing local and national demand for information on the new early childhood curriculum models conceived in the '60's, such as the New Nursery School and the Engleman-Becker Model. Project leadership felt that an innovative approach to supplying information about these programs to the educational community would be to establish four "live" demonstrations of four new approaches. This would also enable the project's fellows to acquire an in-depth understanding of the procedures and skills involved in each model. The idea met with the approval of the Taormina Confideration, a consortium of early childhood educators assisting in the development of the Center's proposal and design at the request of OE.

The four models chosen for the Center's laboratory nursery school were: New Nursery Model; Engleman-Becker; Open Classroom; and Behavior Modification. These reflect a broad spectrum of programs now in operation in many of the experimental settings across the country. They also reflect the general interests of project staff.

A major innovation determined early in the planning of Project 4166 was to integrate exceptional children with normal children in the model classrooms. Prior to project 4166, there were two separate nursery classes at the Center -- one for retarded children, and one for normally developing children. These two classes were kept separate to provide trainees from various departments with opportunities to compare and contrast the development of retarded children and normal children. However, project 4166 staff were convinced that while this arrangement might serve training purposes, it was definitely not the best educational environment

for the children. They felt that exceptional children and normal children have a great deal to learn from each other, and that segregation would fail to use these resources. In the first of several clashes between training and service goals, project staff chose to integrate the children in their four model classes.

As originally conceived, the staff's basic approach to both the children and the project fellows is highly clinical, intense, individualized, and carefully orchestrated. Each child and fellow is examined with a variety of techniques, a strategy for enhancing growth in each is developed, and staff collectively watch and discuss the growth pattern of each in the context of the strategy. While staff's strategies for enhancing growth are quite flexible, they are limited in the extent to which they can deal with a variety of personal properties of the children and the fellows. Thus, severely retarded children or children with extreme behavior problems, were excluded. As it happened, so were certain types of potential fellows -- although project staff and the Director of the Center feel that project fellows are an unusually diverse group, in terms of background, training, ethnicity, interests, and personality. Yet it does seem that the screening procedures adopted by staff were designed to accept fellows who could fit into and profit most from the project's approach. The observations on screening and other subjects which follow are intended to illustrate this approach in action, to highlight some of the problems which arose, and to document how the approach has been modified in response to these problems.

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Recruitment and Selection

There were a number of problems with recruitment for the project's first year, 1970-71, not the least of which was that funds arrived very late in the year. Project staff claim they had relatively little time to disseminate information and to recruit and screen applicants. Most of their applicants, they felt, were poorly qualified persons who had been rejected by other EPDA projects and were still looking for placements.

The Taormina Confederation coordinated dissemination and recruitment on a national basis for many training programs in early childhood education. Project staff feel that the other training programs offered through the Confederation,

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more well known and well developed, tended to overshadow their own. For whatever reasons, in the view of project staff, many persons applied with little information about the project's goals and approach. Staff also felt that certain fellows applied in order to escape personal problems, to seek a change in life. 23

During a hurried screening process, staff selected two categories of trainees: full-time fellows, many of them teachers in early childhood education programs; part-time fellows, unable or disinclined to participate in the full training program. Staff also hoped to enroll some administrators in these part-time slots, from those school districts sending full-time trainees to the project. Staff felt that change in programs and school systems might come about more easily if administrative change agents as well as teachers were exposed to new ideas and techniques in ECE.

However, the plan of matching administrators with teachers did not work out. Staff found it difficult to recruit administrators from districts sending teachers, and vice versa. Perhaps it was too great a strain on programs to lose both teachers and administrators at the same time. In those few cases where the two types of trainees were matched, there was no guarantee that the full-time trainees would return to their original jobs after training. In fact, some trainees did move on to other jobs in and outside the education field. (In the opinion of the project staff, this illustrates the lack of commitment they found common among the first year trainees.) Moreover, the project had little continuity for the part-time fellows. They arrived at different times and seemed only to pick up pieces of the full-time trainee's program. 23

Second Year Policies

Several changes were made during the second year, 1971-1972, in order to alleviate some of the recruitment, screening, and selection problems of the previous year. The recruitment process started earlier, so that project staff might have time to be more selective. The Taormina Confederation placed advance advertising in professional journals, and brochures about the project were sent to relevant organizations and agencies. Approximately 100 persons applied for 8 full-time and quarter-time positions.

The screening process involved the use of ratings. First members of the Taormina Confederation from different programs across the nation reviewed the vitae of applicants, rated applicants by serial rank order, and sent this information on to project staff. Each member of an in-house project committee, which included current fellows, then rated all applicants on the following basis: definitely accept, definitely reject, questionable. After each individual committee member made his ratings, the committee read across their results together to determine where there was consensus. The committee was able to screen the 100 applicants down to 22 persons whom they "all felt pretty good about," according to the project coordinator.

These 22 applicants then came to the Center for personal interviews. (Personal interviews were not part of the screening process during the first year.) The applicants were asked to spend a day at the Center. During that time, the individual was interviewed for about an hour by the project coordinator, Belle Forrester; associate coordinator, Anna Leigh; and educational consultant, Phyllis Waxman. It was also hoped that the individuals would have the chance during the day to speak to other project and Center staff members, and to trainees. The interviews were intended to familiarize the applicants more thoroughly with the project, to give staff an idea of what interests the applicants had and at what levels, so that the project might be planned around them.

Screening criteria were never formalized or made explicit. Project staff assert, however, that the following criteria were applied.

- knowledge and experience of ECE and Child Development - minimally, 2 years experience in a job context involving children aged 3-8;
- experience indicating commitment, and leadership qualities;
- B.A. degree (required by Taormina Confederation (will not be a requirement for '72-'73);
- intention to remain in their present jobs or at least in the ECE field after the completion of the program. (This was included in the first year because many trainees were not sure if they would continue in this field after training.)
- commitment to stay in the program for the full nine months. This criterion was part of the original plan, but has gradually been modified in favor of longer term students, at the request of the fellows.

Another criterion was used during the screening process, one not as easily defined as the others. In the second year, project staff sought out people whom they thought would fit their concept of the model learner -- mature, self-directed, self-disciplined, motivated, internally controlled, etc. As Ted Ross, Director of the Whitman Center, stated, "We want people who want our type of program." The intricate screening and interviewing process was intended to help staff identify people whom they felt they could train effectively, and to screen out those applicants who might have difficulty functioning in the project, or who might not take advantage of the enriched and responsive learning environment offered by the project.

To this end, in the second year staff began to administer to trainees a battery of attitudinal tests on a pre- and post-test basis. The tests included Rokeach's Dogmatism Scale, Form E; the Minnesota Teacher Attitude Inventory; the California Psychological Inventory; and the Study of Values. Such testing is intended to serve three purposes in the training program: 36

1. To help staff assess individual training needs, and to build a program based on those needs.

2. To evaluate change in trainees over time, by comparing pre- and post-test data.

3. To refine selection policies. The tests are used to help Project Staff identify which types of trainees seem to get most out of their training experience. Through the use of the Rokeach Dogmatism Scale, for instance, staff hope to discover whether successful trainees tend to be more flexible, less dogmatic than less successful trainees. They could then seek out applicants in the future with "successful" characteristics.

In sum, among the several efforts made by staff to change the project in response to a rather disappointing first year, two of the most important were to revise the criteria for acceptable fellows and to elaborate the screening process. Although the criteria were never made completely explicit, such terms as "flexible", "open", and "responsive" were used by staff in this regard. It might be useful to examine the backgrounds and experiences of the present trainees to see which trainees are most satisfied and fit most easily in the

training program. In terms of background, the trainees are generally of three types:

1) Early Childhood Education teachers; 2) Elementary Education teachers;

3) Community-oriented and parent-oriented trainees.

1. Early Childhood Education Teachers: These persons tend to be teachers in Head Start programs, nursery schools, and other pre-school settings. They generally are interested in this program because they hope to acquire more effective skills in individualizing instruction for pre-school children, identifying children with special needs, and planning individual remediation programs for them.

2. Elementary Education Teachers: These persons tend to be older than the early childhood education teachers. Many of them have a great deal of experience in teaching on the elementary school level. They have concerns similar to those of the early childhood teachers, but they must apply the techniques they learn in this pre-school laboratory setting to the primary grades in a public school. Generally they must return to schools with fewer staff and resources than the early childhood people, such as teachers from nursery schools. Many of these elementary education teachers are interested in moving into the field of early childhood education, but do not yet have jobs in the field. For instance, the Petersburg public school system has 3 or 4 pre-school classes, but they are presently filled up and there are no openings for new staff, such as Petersburg public school trainees coming from the 4166 project.

3. Community-oriented Trainees: While not exclusive of the other two, there seems to be a core group of people who have come into the ECE field by way of community organization work and work with parents. Typical experiences of these trainees are organizing and directing parent-child centers and working with Community Action Agencies and VISTA programs. These persons are interested in the role of parents and communities in the education of children. They tend to view education from a more social and political perspective than the other two groups. They are interested in learning how classrooms are operated and managed, and the variety of teaching techniques available. While some intend to serve as teachers when they return, most are interested in working as organizers, advocates, directors, and administrators of early childhood programs.

Of these three groups of trainees, the Early Childhood Education teachers appear to function most effectively and comfortably in the training

program. Their backgrounds tend to be similar to the experiences offered to them in the Project: clinically oriented nursery school classes. The Elementary Education teachers appear to have more difficulties with the training program because they perceive discrepancies between what they learn in the training program and the settings in which they must apply these techniques: primary grades in public schools, short of staff, resources, and administrative support. Community-oriented trainees also have difficulty utilizing the training program. Their background experiences have led them to view education from a more social and political orientation than that of project staff. They generally find the training program too clinically oriented, and too removed from the problems of poverty, racism, etc. While interested in the clinical aspects of child development, they seem more interested in community and parent involvement in early childhood education, aspects which they do not feel are stressed enough by project staff.

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Future Plans

For the third year of the program (72-73), staff intend to revise their policies again. One likely change will be the acceptance of two types of trainees: those primarily interested in classroom experience; those primarily interested in clinical experiences. According to current plans - and dependent on career objectives as stated by trainees - during the academic year '72-'73 eight trainees will participate in a program emphasizing the classroom practicum, four in a program with a clinic emphasis. Staff maintain that the present system, involving all trainees equally in both the clinic and the classroom, attempts to cover too much territory. They feel that it is difficult, if not impossible, to give a thorough orientation to both classroom and clinical experience in 9 months. Moreover, many of the fellows have shown more interest in one component of the project - clinic or classroom - than in the other.

Another criterion now being considered for the third year of the project is acceptance of applicants only from the Petersburg or Franklinia area.

Staff feel that if their contacts were limited to a single geographic area they would have more opportunities to follow-up on graduates and to establish lasting relationships with communities and school systems. Under the present system in which trainees are recruited nation-wide, it is difficult to keep in touch, let alone assist the trainees when they return to their respective communities. Selection of trainees only from the immediate area would also help to solve another problem: the displacement of trainees from their families. Staff have found that trainees separated from their families experience great difficulty in adjusting to the program. They never seem to be "all there," are constantly concerned about family issues at home, and tend to travel back and forth from their families frequently.

Selection of Children

In the first year of the project, 48 children participated in the classrooms, 12 in each of the four models. In each classroom, 6 of the children were normally developing, 2 mildly retarded, 2 emotionally and/or perceptually handicapped, and 2 were classified as disadvantaged. In the second year of the program, the number of children per classroom increased to 15. The breakdown in each classroom was as follows: 6 normally developing children, 2 mildly retarded, 3 emotionally and/or perceptually handicapped, 4 disadvantaged. This particular ratio of "normal" to exceptional children was decided upon by the project director and coordinators, on the basis of their experience in integrating normally developing children with children with special needs. Care was taken in both years of the project to ensure an adequate number of "normal" children. It was felt that if there were too many children with special problems, then it would be difficult for positive peer role modeling and peer tutoring to take place. In both years, however, staff found that some of their so-called normal children had emotional and learning problems. For example, one of the classrooms now has a significantly higher proportion of children with emotional problems than the other three.

Project staff have thus come to consider the screening process for children very important. Laura Darwell, the Community Coordinator, is responsible for intake. Normally developing children are recruited from the local community. Many families have heard about the project

from last year's participants, and the Center receives many requests for information about the classrooms and enrollment in the program. Children with special problems are referred from Neighborhood Health Centers, Head Starts, the Whitman Child Development Center, Children's Hospital, and the University of Petersburg Evaluation Center.

Laura Darwell meets with the parents and the child during the screening process to find out about the child and his needs. She and project staff accept children into the program with an eye to insuring a "proper blend" of children -- both normal and exceptional. Emphasis is placed on accepting children from minority groups. At least forty percent of the entire student population represent minority groups -- either Chicano or Black. Staff make sure that minority children accepted into the program do not comprise only the special and disadvantaged population of the classroom. That is, an effort is made to recruit minority children to fill the "normal" slots as well as the exceptional. In order to assess the growth and development of children in the laboratory school, several tests are used - W.P.P.S.I., Frostig, Boehm Test of Basic Concepts, Pictorial Self-Concept Inventory (Anthony Bole), Beery, ITPA, and others as indicated.

The Four Models

In the first year of 4166's operation, staff took pains to establish the four models as distinct, separate entities. They planned to rotate the trainees through the classrooms to familiarize them with the assumptions and procedures involved in each model. In addition to training functions, staff also hoped that tentative hypotheses might be developed regarding the effectiveness of the four models for all the children and for the exceptional children in particular. One of the underlying questions of great interest to staff was which classroom models seem to work best with which kinds of children. It was not the intention of the project to undertake a controlled research project to test these hypotheses, but it was hoped that judgments might be made by staff and fellows concerning which models seemed to be effective with which children. To answer this question, staff thought it important that the models remain separate for comparison purposes.

Within the first few months of operation, however, it became

apparent that the four classrooms could not continue to function as separate entities, distinct models. The head teachers, unable to share ideas, materials, and techniques with one another, felt constrained. Such constraints, moreover, seemed to them not in the interests of the children involved. Perhaps because the models were "written down" and treated as such, the programs seemed to be becoming frozen and rigid. For instance, if a speech therapist wanted to work on a one-to-one basis in the classroom with a particular child, the head teacher had to ask, "Can I allow this within my model?" Teachers wanted to adhere to the project's design by keeping their models "pure", yet at the same time they felt that the separate models were not meeting all the needs of the children in their classrooms. The teacher in the Engelman-Becker model perceived situations where a particular child might be helped by a more open structure; the teacher of the open-classroom model noticed occasions where a child seemed to need more structure.

The models began to blend together somewhat, as a result of interactions between the head teachers and the trainees rotating through the four classrooms. Re-evaluating their approach, staff and teachers finally concluded that this interaction was a necessary and natural evolution, and should be permitted, if not actively encouraged. The teacher of the Engelman-Becker model decided, in conjunction with Belle Forrester and Anna Leigh, that she would reduce the amount of Distar materials she was using in the classroom. During part of the day, she incorporated some of the materials and open structure approaches of the other classrooms. In the open classroom model, the teacher began to provide more structured situations for particular children, and to borrow some behavior modification techniques for particular children.

The heart of the project's four model approach to training is the rotational system. There are two classrooms in the Whitman Center which are used by 4166. The models are operated in two sessions: two in the morning from 9:00 - 11:30, and two in the afternoon from 1:30 - 4:00. Each trainee is assigned to one classroom model for two mornings or afternoons per week for a period of eight weeks, where she serves as assistant teacher. In addition to the head teacher and the trainee, a bus driver aide assists in the classroom. In some classrooms, student teachers from local

colleges participate on a regular basis as well. In the first year of the program, in addition to the head teacher, fellow, and bus driver aide, a full-time assistant teacher was assigned to each model. These assistant teacher positions were discontinued in 71-72, because of high costs and because the trainees felt they had no meaningful role to play in a classroom for 12 children already staffed by a head teacher, assistant teacher, and aide. Thus in the interests of training goals, assistant teacher responsibilities were delegated to the fellows.

The lack of assistant teachers this year, however, has presented some new problems in terms of service goals. Although trainees now assume the role of assistant teacher, each trainee is only in the classroom two days out of four per week. A head teacher has two different trainee-assistant teachers weekly (one on Mondays and Tuesdays, one on Wednesdays and Thursdays.) This has proved difficult for the head teachers to manage. What happens on Mondays and Tuesdays must be communicated to the Wednesday-Thursday teacher and vice versa. Many of these communication problems are dealt with at a Friday classroom planning meeting where all staff for the week meet. But head teachers still perceive a lack of continuity. This is aggravated every eight weeks when trainees are assigned to new classroom models. Then the head teacher must orient two new trainees to the particular approach of the classroom, and to her expectations of them.

The replacement of full-time assistant teachers by trainees has given the fellows more responsible roles to play in the classroom, and this is considered a benefit by all. But on the other hand, the arrangement places some constraints on the fellows. A particular trainee may be more interested in the clinical aspects of the program than in the classroom practicum, in which she may have had years of experience. However, the head teacher depends on that trainee to serve as assistant teacher. No other person is available in the classroom to fill that role. Frequently a trainee wants to attend a lecture or case conference on the day she is normally assigned to the classroom. Classroom obligations invariably take precedence, to the trainee's dissatisfaction.

In the first year of the program, all fellows were rotated through the four models for periods of nine weeks each. This year, somewhat greater flexibility prevails. One fellow requested and was granted permission to concentrate only on the clinical aspects of the program, and to forego participation in the four models entirely. Two other trainees, after spending their assigned quarter in the open classroom model, asked and were allowed to remain there. They had established close one-to-one relationships with some of the emotionally disturbed children in the classroom, and felt that pulling out of the classroom at this stage would be harmful to the children. In addition to their concerns about the effects of the rotation on these children, the fellows also believed that it was in their <u>own</u> educational interests to stay with the same model. They felt they were just beginning to understand the style of this particular approach and teacher, and they wanted more time to organize their perceptions and experiences.

Aside from these three exceptions, all trainees are rotated through the four models. Some trainees feel that nine weeks is not enough time to spend in a single model, as do the head teachers to some extent. Especially in the Engleman-Becker model, where specific Distar training techniques must be learned in order to carry out the program, the teacher felt that nine weeks tends to be inadequate. No sooner had she taught the fellows the techniques and they had begun to use them, when the nine weeks were over and she had to start orienting a new team of fellows. To alleviate this problem, two head teachers hold a weekly training session for all trainees on the specific techniques (Distar and behavior modification approaches) involved in their programs, in order to prepare fellows in advance for their work in those models.

As for the effects of the rotational system on children, the teachers believe that the fellows' rotation, although initially disruptive, has no serious effect on the children. Most of the children, they believe, are able to adjust to these changes quickly. But for some of the children with emotional problems, the process of adjustment tends to be more difficult. Particularly in the open classroom model, where there seems to be a higher proportion of children with emotional problems than in the other classrooms, the head teacher felt that rotation of trainees had

negative effects on some of the children. Thus two fellows have remained for a second quarter in the open classroom model, as discussed previously.

It should be noted, too, that the head teachers themselves were by no means entirely at ease about their responsiblities for running the four models and training the fellows. 17

In selecting head teachers for the first year of the project, staff sought teachers with training and experience in the four models. Belle Forrester and Anna Leigh traveled to study classrooms and recruit teachers from sites noted for use of the models - e.g. University of Petropolis for the Engelman-Becker model and open classroom model, University of Sinoa for the behavior modification model, East Franklinia for the New Nursery Model. However, these models were recently developed. Few people trained in these particular techniques had extensive experience applying them in the field. In fact, several of the teachers hired by the project came directly from the training programs, with little classroom experience. It was difficult for these teachers to cope with responsibility not only for a classroom of children, but also for a group of fellows. Thus there were adjustment problems for both the head teachers, who were expected to serve as teacher-trainers, and for the fellows who were asked to assume the "student" role under a teacher who, in some cases, had no more years of classroom experience than they. 18

In sum, the four model system has not yet worked out entirely to the satisfaction of staff, fellows, and head teachers.

One problem is a conflict between two sets of goals which the project hopes to fulfill. On the one hand, the purpose of the project is to <u>train</u> fellows in several educational approaches -- by rotating them through four different classroom models. On the other hand, the project intends to provide services to the 60 children enrolled in these classrooms. In several respects, the practice of rotating fellows through classrooms has created problems for the head teachers, for the children, and for the overall functioning of the classroom. If the project is primarily a <u>training</u> program then these disruptions and problems of adjustment may be necessary and justified. However, if the project is to be a <u>service</u> program as well, then the four-model strategy may be dysfunctional toward

that goal. For that matter, the four model plan has not been entirely successful as a training strategy either. In some cases head teachers and fellows feel that a half-time (two days out of four) schedule for nine weeks does not provide sufficient opportunities to become familiar with a model. Moreover, the rotational system requires all trainees to divide their time among the four models, and between the classrooms and the clinic, in the same manner; this is insensitive to the variety of individual backgrounds, skills, and interests of the fellows.

In response to these problems, project staff have come to consider the four classrooms not as four separate models, but rather as examples of two broad approaches to teaching:

1. the behavioral approach (Engelman-Becker; behavior modification); 36
2. the psychodynamic approach (New Nursery; Open Classroom).

That is, to different degrees the classrooms follow the principles of behaviorists or the theories of psychodynamics. Another way of viewing the models is in terms of a teacher-directed--child-centered continuum. The two behaviorist approaches appear more teacher-directed, while the two psychodynamic approaches are more child-centered. Ms. Leigh, the project Coordinator, maintains that all four classrooms have the same curricular goals in common and that they differ in their approaches or styles in reaching these goals. Because project staff have come to view the four models as examples of two general approaches, they are considering assigning trainees next year to only two internship classrooms - one behaviorist, one psychodynamic - instead of rotating them through all four classrooms. This change would allow a fellow to spend eighteen weeks in each of two classrooms, and would hopefully have less disruptive effects for all.

It is difficult to assess how these two approaches, formerly four models, will evolve in the future. The project hopes that ultimately a comprehensive model of quality education will emerge which matches distinct teaching styles to the individual needs of children. Ideally, a teacher could employ a variety of styles to meet the diverse needs of children. As stated by staff in a recent memo to Vivian Vance, Early Childhood Education Project Officer,

"As trainees move from one classroom to another they take what they know and what they have recently learned about pre-school education with them. From our vantage point, at this stage of our development, it appears to us that all models have something to offer teachers and children; no model can encompass the needs of all children; i.e., some children in an open, experimental setting could work more effectively if the teacher were free to use some behavioral techniques. Indeed, as Lee Kendahl [from Rollins Institute and one of our speakers] observed, "You don't learn to drive a car by identification.'

Therefore, in the third year of our project we would like to move away from four separate models, or four modified models, to one integrated model where the teacher would be free to use an eclectic approach, in which she could draw upon things learned from all the models in an attempt to meet the varying requirements of all children.

Truly individualized programs can now be offered to children of varying developmental levels, in an integrated setting, by allowing teachers to share their knowledge. We feel this would be growth-producing and a fit climax of a three-year effort to demonstrate new techniques in Early Childhood Education and to train our participants to carry them back to their own centers."

Clinical Teams

Practicum experience in the four model classrooms is one major component of project 4166's training program for fellows. The others are course work in the form of seminars, to be discussed, and experience on clinical teams. The latter is one of the most interesting features of the project, since in theory, the clinical teams represent an opportunity to bring a powerful interdisciplinary, multi-institutional approach to bear on a broad range of children's needs, including educational ones. The Whitman Center, as discussed in the Introduction to this report, had been established to explore and test an interdisciplinary approach to diagnosis and treatment of exceptional children. To this end, the Center organized two interdisciplinary clinical teams in house to handle all cases referred to the Center, and one Community Outreach Team. The following discipline specialists are represented on the clinical teams.

Psychologist
Social Worker
Public Health Nurse
Developmental Pediatrician
Speech Pathologist
Occupational Therapist
Physical Therapist
Educational Consultant
Nutritionist
Psychiatrist
Dentist

The purposes of the Clinical Teams are threefold:

1. They evaluate a child's physical health status and his ability to function cognitively, affectively and motorically in respect to himself, his family and his environment.

2. They prescribe remediation.

3. They help the family make contact with the local community helping agencies.

Anna Leigh and Phyllis Waxman serve as the Educational Consultants on the two clinical teams. In designing project 4166, they proposed that the fellows participate on the clinical teams as observers and aides. Such involvement was intended to allow the fellows:

1. to watch individual assessments and to discuss with the examiner what he did, what information he got, what factors must be considered in arriving at a final evaluation within the discipline;

2. to see the child from many different perspectives;

3. to understand what the different disciplines do and subsequently to make use of these disciplines either through referral or as a consultant;

4. to add educational input and see how it tempers, alters or expands a case; and

5. to become acquainted with community resources.

In practice, most of the fellows' clinical team time is devoted to the following activities:

1. Give educational tests;

2. Visit schools observing and evaluating settings intrinsically as well as for a particular child;

3. See many different teachers and teaching styles;

4. Design remedial programs and help teachers to implement them;

5. Tutor exceptional children, hopefully serving as a model for teachers.

Participation on the clinical teams, while considered important by project staff and the fellows, appears to be an adjunct to the training program rather than an integral component. Two reasons are likely. The role of the Educational Consultants - and by association, of the

project fellows - on the clinical teams has not been well defined. The other members of the teams, accustomed to working within the traditional diagnostic and therapeutic disciplines represented in a Medical School, who are inexperienced and perhaps less interested in working with educators, tend to look to the Educational Consultants to determine and justify their role. The Educational Consultants, also uncertain of their role, tend to act more as observers and commentators than as participants in the clinical team process of diagnosis and treatment. Under these circumstances, project fellows are neither expected nor encouraged to learn how to function in an interdisciplinary environment. It should be noted, however, that project staff and the project director maintain that the Educational Consultants function as equals on the clinical teams, and are regarded as such in every case involving children in preschool or school programs.

This relationship between education and other disciplines represented in the Whitman Center is reinforced by the priorities of project staff. Their fundamental orientation is and has been toward the classroom. They devote most of their time and attention to the four models, and expect the project fellows to do the same. The clinical teams have a lower priority in project 4166 than the laboratory school.

Seminars

The third component of project 4166's training program, the course work, consists of three seminars which are held weekly and taught by project staff.

1. Early Childhood Education Seminar - led by Belle Forrester, Anna Leigh
2. Education Clinic Seminar - led by Phyllis Waxman
3. Learning Disabilities Seminar - led by Ted Ross

The ECE Seminar

The ECE Seminar is planned around the needs of the fellows as projected by staff in the beginning of the year, plus emergent needs of the participants as the year progresses. The following topical areas have been covered in this year's ECE Seminar:

1. Examination of the educational settings and experiences of the fellows.
2. Historical overview of early childhood education.

3. Exploration of the ideas upon which present early childhood programs appear to be constructed.

4. Developmental Theory of Piaget.

5. Eriksonian Theory.

6. Sears, Bijou, Baer, Wolfe, as exponents of behavioral theory.

7. The four classrooms at the Walt Whitman Center:
Focus: From what world-view do they emanate;
From which theory of child development do they base their curriculum?

These sessions were co-chaired by the seminar leader and one of the nursery school teachers. It allowed for general discussion of the "model" and discussion of the model as it exists in the Center. It also allowed for the examination of the Head Teacher's philosophy of child development.

8. The Retarded Child.

These seminars were programmed to coincide with Phyllis Waxman's Seminar on the same subject. The Seminars focused on children in the four classrooms and were handled as case studies. The instructors used the test protocols of the children and observational data of the fellows, and tried to correlate them with actual programming as seen by philosophic or theoretical content of the model. Special readings were also assigned.

9. Emergent needs of fellows around language development and psychomotor functioning determined the next series of seminars.

a. Theories of language development.

b. Testing procedures, remedial procedures, augmenting programs in the classrooms.

c. Psychomotor development from infancy to 5 years of age.

10. The child with a central nervous system disorder.

Also arranged to match with Phyllis Waxman's seminars on same subject. Same focus as for mentally retarded, only now the fellows could also add input from language and psychomotor development. Affective needs of these children also became a focus of attention - individualizing both for cognitive and psychomotor needs with the additional consideration of apparent learning style of the child.

11. Emotionally Disturbed Child.

a. Video-tape of a child in the classroom and in a series of play therapy situations with therapist from the Center. This therapist chaired the session.

b. Emergent needs

Fellows demonstrated feelings of resistance and threat. So the next session dealt with the whys of the techniques used with child as well as what is meant to a therapist or a teacher in terms of himself.

In the ECE Seminar, the plan for the rest of this year includes:

a. discussions of the disadvantaged child based on the Center population, observations of community, schools, and readings.

b. Parent-teacher-child.

c. Curriculum planning.

d. The teacher as change agent:

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1. Models

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2. Planning proposals for change on the individual basis for fellows returning to their community bases.

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The format for the previous year's seminar followed the same topics. The order of presentation was slightly different because of the needs of the group. There was less emphasis on language development and more on child development, since many of the first year fellows lacked a current background of information on the subject.

The Education Clinic Seminar

The Education Clinic Seminar, under the direction of Phyllis Waxman, meets weekly, covering those topics or areas which are related to the clinical practicum of the fellows. Discussions center on techniques of psycho-educational diagnosis, remediation, and school consultations. Clinic cases and clinic team functioning serve as a laboratory for training purposes.

The Individual Learning Disabilities Seminar

Although the title of this seminar implies a course on clinical issues related to learning disabilities, the topics covered go beyond this general area. Led by Ted Ross, the seminar often covers more global issues such as national legislation relating to children with special needs, federal trends in day care, or new programs in early childhood education. Ross attempts to bring to the seminar information on programs and resources nation-wide. The fellows are involved in selecting outside speakers to address the seminar. The more clinical issues relating to disabilities tend to be covered in the Education Clinic Seminar.

During the first year of the project, 1970-71, the Learning Disabilities Seminar and the Education Clinic Seminar were combined, co-directed by both Waxman and Ross. Staff came to feel, however, that this joint seminar was too fragmented and lacking in continuity.

In addition to three regularly scheduled seminars, the trainee is free to attend any other seminars, lectures, rounds, or classes in other departments of the Medical School -- nursing, pediatrics, psychology, psychiatry, etc. In the first year of the program, all seminars and lectures in other departments were open to 4166 trainees. While many are now closed, they have been videotaped for the use of trainees. According to Phyllis Waxman, in 1970-71 some faculty and students from other departments felt that the presence and participation of 4166 fellows "lowered" the level of the courses. This was perceived as a problem particularly in some psychology seminars. The psychology students felt that the 4166 trainees did not have enough background in psychology to contribute to their seminars. Moreover, the orientation of the psychology students was theoretical, while the 4166 trainees tended toward a very applied approach.

Other project-related activities which some trainees have participated in outside the Whitman Center include:

1. Consultation and assistance to Head Starts and Day Care Centers, on a daily or weekly basis. 35

2. Workshops at Summit Center in nearby Carville, attended by all head teachers and most fellows. 37

3. Visits to Centers for trainable retarded children, learning disability centers, Parent-Child Centers. 35 37

Seminar Plans for the Future

As plans now stand, next year trainees will concentrate on either a preschool classroom emphasis or on a clinic emphasis. Seminars will be organized as follows. Preschool Emphasis Trainees will take the Early Childhood Education Seminar; Clinic Emphasis Trainees will take the Education Clinic Seminar. All trainees will take the Learning Disabilities Seminar, and the Professional Issues Seminar. Project staff have decided that a Professional Issues Seminar would be a useful addition to the current offerings of training seminars. Although the details of this seminar have not yet been mapped out, it was described as follows in a memo to Dr. Ted Ross from Dr. Phyllis Waxman:

> A time will be scheduled weekly for all Fellows and staff to routinely meet to deal with a variety of issues that have arisen both last year and this year that might be conceptualized as falling under the broad heading of Professional Growth and Development. The degree of individualized programming that has existed has made it virtually impossible to find a weekly hour or two that all persons have free in common. Accordingly, such concerns have previously been managed to date via individual Fellow/Staff member conferences. While the latter type of conferences have proven highly valuable for a number of concerns, many issues now being handled in this fashion pertain to everyone and, at times, related to group dynamics. Thus, individual conferences will continue but a weekly group meeting will also be formally scheduled.

Another new seminar, offered cooperatively with the Petersburg Community College and the Carville Campus of the University of Franklinia, will address learning and developmental disabilities of children from birth through ten years of age; all trainees will be invited to participate.

The Staffing Strategy

One of the major strategies used by the project staff is the technique of staffing. As a clinical concept, staffing involves assessing an individual's needs, outlining objectives and methods to meet those needs, and assigning personnel from the relevant disciplines to carry them

out. Underlying this concept is the belief that any program (whether a classroom for pre-school children or a training program for education fellows) must be responsive to the individual needs of the participants involved. One method of responding is to bring together a group of persons concerned with the particular individual (sometimes including the individual himself) in order to outline the individual's needs and ways to meet them. This staffing process takes place on two different levels in the project: the staffing of children, and the staffing of fellows.

The project has articulated the following educational goals for its relationship to children:

1. To help a child develop a positive self-image - by helping him express and handle his strong feelings appropriately; by helping him grow in independence, in self-direction and in self-control.

2. To help A child develop social skills - by helping him to understand the feelings and behaviors of others; by helping him to interact in socially acceptable ways.

3. To help a child develpp his intellectual abilities - by helping him to improve his communication skills, his sensory and perceptual acuity, his concept formation ability, and his problem solving skills.

4. To help a child develop his perceptual motor skills - by helping him improve in coordination, balance, speed, grace, and vigor.

The head teacher, fellows, and bus driver aide meet weekly for a two-hour planning meeting. At these meetings they discuss individual children in terms of these educational objectives, and decide on ways to help the child develop further. Staffing of children also occurs in hourly meetings which the head teacher holds weekly with each of the fellows working in her classroom. At these meetings, the teacher and fellow may discuss a particular child with whom the fellow has been working, and teaching strategies the fellow might utilize with the child. Teachers often help the fellows design individual remediation programs. Some of the fellows' seminar sessions also deal with remediation programs for children.

The fellows are staffed in the project as well. The staffing process is carried out by head teachers and project staff in many different meetings. A fellow meets weekly with her head teacher to discuss

what she can and should derive from her classroom experience. The head teacher meets weekly with project staff, to report on the fellow's participation in the classroom. At these meetings the fellow's progress is assessed, further training needs are identified, and a training program for the fellow is set. Finally, project staff meet weekly with the fellows, to analyze their performance and prescribe new activities and orientations. It is noteworthy that regularly scheduled meetings among all the actors in the staffing process - fellows, project staff, and head teachers - do not occur.

For this reason there appears to be some dissatisfaction and unrest among trainees. Specifically, trainees resist the notion that they should be staffed, tested, and taught, in a manner which they feel is similar to the teaching of children in the four pre-school classrooms. Some trainees feel that the project relies so heavily on a nursery school model of teaching in the four classrooms that the principles of the model carry over to the teaching of the trainees.

From the staff's point of view, trainees are experiencing difficulties in adjusting to the change in status from teacher to student. Some trainees, however, feel that this role transition should not be necessary in a good training program, that the teacher-student roles should not be as exclusive as they are currently perceived by project staff. (The project director does not consider this valid criticism.) Trainees want to be viewed in a dual role: enrolled in 4166 in order to learn new skills; and also enrolled to teach others, to share the information and skills they bring to the program with other trainees, teachers, and project staff. They feel that they are currently denied this opportunity and respect. Some maintain that testing and staffing meetings reflect a patronizing attitude on the part of project staff, who regard the fellows as children or clinical cases, rather than as professional colleagues in a training program. The fellows who appear most dissatisfied are those who do not come from clinical and nursery school backgrounds, the Elementary Education trainees and those whom we have been calling "Community-Oriented" Trainees. They tend to find it very difficult to adjust to the clinical approach applied to trainees in the project. Project staff are concerned with these "role identity crises" in trainees, and strategies for managing them. In a memo to Ted Ross from Phyllis Waxman, the problem was described as follows:

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> This year and last, a number of Fellows seem to have considerable difficulty shifting to the role of a learner after having been in a position of teacher/relative authority before coming here. This reluctance on the part of many seems to become a means of remaining somewhat distanced from training experiences as if being a neutral observer with the effect being that particular experiences may be viewed as interesting but are not internalized in ways that might promote positive changes. A few Fellows (and these tend to be the same persons who are more self-motivated and aggressive about learning) seem to have no difficulty assuming the role of a learner.

While project staff feel they have not yet sufficiently addressed these role problems, they have utilized several techniques to come to grips with the issue. The major strategy thus far has been the weekly individual meetings between trainee and project staff, and trainee and head teacher. Staff, however, feel that these individual conferences have not been adequate. It is hoped that the weekly Professional Issues Seminar for all staff and trainees which will be instituted next year will clarify some of the group dynamics issues involved in the area of professional growth and development.

This response demonstrates once again that project 4166 is fundamentally committed to the laboratory school approach, and oriented toward a rather narrow, albeit important, range of impacts. Project staff are not primarily interested or engaged in changing institutions, at either the LEA or IHE level, although change is an expressed concern. They are engaged in providing a very intense, graduate level, practicum-oriented training experience in nursery school practice, to experienced teachers. To achieve this goal, the project director and his coordinators have assembled: a small and extremely competent group of early childhood educators as trainers and head teachers; a group of highly motivated and experienced professionals as fellows; and the resources to administer four model nursery school classes in a close-to-ideal interdisciplinary child development center.

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Because of the interests of project staff and the resources of the Center, the children enrolled in the nursery classes span a wider range of socio-economic backgrounds and developmental problems than would be found in either a typical Head Start class or a university-based laboratory school. Yet in responding to this broad range of needs, the

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project has utilized the resources of the Center rather unevenly. On the one hand, project staff have borrowed heavily from the clinical strategy of staffing as practiced by the Center, to diagnose and respond to the educational needs of the children, and of the fellows. Staffing has been a more successful approach with the children than with the fellows, a few of whom have expressed no little resentment at being "treated like kids".

On the other hand, the properly academic resources of the Center - represented in the clinical teams, and in courses offered by other departments in the Medical School - have been emphasized and used to the fullest extent. The focus of the project is very much on the four models in the laboratory school. This classroom emphasis has constrained the training opportunities available to those fellows primarily interested in clinical training and experiences. It also resulted in conflicts with service goals, since head teachers and fellows alike came to feel that rotation through four classrooms was not in the educational interests of the children - and in some cases, not in the interests of the fellows either. 18

In response to these problems with the staffing strategy and with the structure of the training program, staff have modified the project in several ways. The four models have been collapsed into two general approaches, behaviorist and psychodynamic, simplifying the rotational system. Next year's trainees will be permitted and encouraged to choose either a classroom emphasis or a clinic emphasis. An attempt will be made to recruit applicants largely from the Petersburg area, to minimize dislocation problems for the fellows and to provide follow-up support for them after completion of the training program.

Interestingly, however, these modifications and plans do not fundamentally alter the character of the project as originally conceived by the director and his coordinators. Despite pressure from community-oriented trainees, staff remain committed to classroom practice -- not to broader educational change. Despite pressure from the fellows as a whole for a more participatory role in the training program, project staff continue to practice the staffing strategy. Finally, to date staff's response to the interest of some fellows in emphasizing clinical training has been to allow them to do so, but not to rethink or revise the nature of the 29 30 2

fellows' participation in the clinical teams or in course work offered elsewhere in the Medical School. The focus of the project remains the laboratory school, and the carefully orchestrated training of pre-school teachers. The program revisions planned for 1972-73, however, indicate that the focus may soon change.